DOCUMENT RESUME

ED 154 872 JC 780 282

AUTHOR	Delgrosso, George M., Ed.; And Others
TITLE	College Perspective '77: Confrontation or Collegiality. Proceedings, Annual International Institute on the Community College (8th, Lambton College, Sarnia, Ontario, Canada, June 13-16, 1977).
INSTITUTION	Lambton Coll. of Applied Arts and Technology, Sarnia (Ontario).; Saint Clair County Community Coll., Port Huron, Mich.
SPONS AGENCY	American Association of Community and Junior Colleges, Washington, D.C.; Association of Canadian Community Colleges.
PUB DATE	Jun 77
NOTE	251p.
EDRS PRICE	MF-$0.83 HC-$14.05 Plus Postage.
DESCRIPTORS	Broadcast Television; Cognitive Style; *Collective Bargaining; *College Faculty; Community Colleges; Conference Reports; *Conflict Resolution; *Educational Change; Effective Teaching; Faculty Evaluation; Interinstitutional Cooperation; *Junior Colleges; Political Influences; School Industry Relationship; Teacher Exchange Programs; Television Curriculum; Vocational Education
IDENTIFIERS	Canada

ABSTRACT

Papers and addresses on aspects of confrontation affecting community college productivity and viability are presented. Keynote speeches include: "Learning to Live While Learning to Make a Living" by George J. Bullied; "Communication and Collegiality" by Charles M. Galloway; "Is Education the One Profession Immune to Change?" by Richard Hagemeyer; "Employment for Canadians: The Challenge to Community Colleges" by J. K. Manion; S. V. Martorana's "Current Confrontation of Organizational Positions in Post-Secondary Education"; John Roueche on "Community College Teaching"; and Alphonse D. Salinger's "Collective Bargaining and Professionalism." Various workshop papers are presented: "Faculty Evaluation Within Collective Bargaining Constraints" by James C. Catania; "Cognitive Style Mapping for Administrators" by S. James Corvey and Barbara K. Barnes; Frank C. Gerry's "Collective Bargaining in the Academic Environment"; Robert Moses on "Developing Staff Exchange Among Colleges and Industry, Business, and Agencies"; Robert R. Murphy on "Outreach Community Services"; "Canadian Studies and Technical and Vocational Education" by Jim Page, and "Cooperative Plans and Experiences Concerning the Integration of Broadcast Television Resources as a Part of Adult Education" by Robert Tilroe. Additional contributors include Cliff M. McIntosh, Karen O'Kain, and James L. Ratcliff. (TR)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

4TH ANNUAL INTERNATIONAL INSTITUTE ON THE COMMUNITY COLLEGE

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

George M. Delgrosso

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

COLLEGE PERSPECTIVE '77

CONFRONTATION OR COLLEGIALITY

JUNE 13 - 16, 1977

PROCEEDINGS

lambton college
sarnia, ontario

PROCEEDINGS

EIGHTH ANNUAL

INTERNATIONAL INSTITUTE

ON THE COMMUNITY COLLEGE

JUNE 13 - 16, 1977

LAMBTON COLLEGE

SARNIA, ONTARIO, CANADA

COLLEGE PERSPECTIVE '77

CONFRONTATION OR COLLEGIALITY

CO-SPONSORED BY:

LAMBTON COLLEGE OF APPLIED ARTS AND TECHNOLOGY

AND

ST. CLAIR COUNTY COMMUNITY COLLEGE

PORT HURON, MICHIGAN

ASSOCIATION OF CANADIAN

COMMUNITY COLLEGES

IN CO-OPERATION WITH:

AMERICAN ASSOCIATION OF

COMMUNITY AND JUNIOR COLLEGES

EDITORIAL COMMITTEE: G.M. DELGROSSO, G.B. ALLAN AND A.G. RUSSELL

INTRODUCTION

G. M. Deigrosso, President, Lambton College, Sarnia, Ontario

The 8th Annual International Institute on the Community College used as its theme, "Confrontation or Collegiality". The Advisory and Planning Committees felt the theme to be very timely and the response to this year's Institute proved them to be correct.

The many conflicts that surround our educational institutions have stimulated considerable discussion at previous Institutes about professionalism and collegiality. I feel certain that as you read these Proceedings you will recognize that this year's Institute quite ably explored the areas of confrontation that do affect an institution's productivity and viability and made available some possible solutions.

Although the major theme of the Institute emphasized issues dealing with collective bargaining and other forms of confrontation, we also had several excellent presentations that related to other relevant issues in the community college.

It has not been possible to include all the contributed papers, although every effort was made to do so. The editorial choice of material for inclusion was a difficult one, particularly with the abundance of excellent material. However, I feel that the final product is an accurate and comprehensive overview of one of our most successful Institutes.

The College was pleased to host the Annual Meeting of the Senior Adult Training Officers for the Province of Ontario held concurrently with the Institute. We thank them for their contributions, not only as delegates, but as presenters and participants in the various workshops and forums. I would like to express my gratitude and appreciation to G. B. Allan and A. G. Russell who worked most closely with me in the planning and organization and to all those who contributed in any way to the success of the Institute. Special thanks are extended to our keynote speakers, Dr. S. V. Martorana, Dr. J. Roueche, Dr. C. Galloway, Dr. R. Hagemeyer, Dr. A. Selinger, and Ms. I. Johnson of the Department of Manpower and Immigration, as well as to the faculty and support staff of Lambton College who continually make us proud.

TABLE OF CONTENTS

	PAGE
Introduction - George M. Delgrosso	i
KEYNOTE SPEECHES	
Learning to Live While Learning to Make a Living George J. Bullied	1
Communication and Collegiality: Please Listen to What I'm Not Saying Charles M. Galloway	12
Is Education the One Profession Immune to Change ? Richard H. Hagemeyer	20
Employment for Canadians - The Challenge to Community Colleges J. L. Manion	38
Current Confrontation of Organizational Positions in Post-Secondary Education: A Prelude to What? S. V. Martorana	48
Community College Teaching--Putting the Pieces Together John Roueche	68
Collective Bargaining & Professionalism Alphonse D. Selinger	91

PAGE

SELECTED WORKSHOP PAPERS

Faculty Evaluation Within Collective Bargaining Constraints — 111

James C. Catania

Cognitive Style Mapping for Administrators — 121

S. James Corvey
Barbara K. Barnes

Collective Bargaining in the Academic Environment — 129

Frank C. Gerry

A Theory That Explains Institutional Chaos — 146

Cliff M. McIntosh

Developing Staff Exchange Among Colleges and Industry, Business and Agencies — 152

Robert Moses

Outreach Community Services — 157

Ronald R. Murphy

Suggestopaedia - An Educational Equalizer — 166

Karen O'Kain

Canadian Studies and Technical and Vocational Education — 169

Jim Page

Outreach Community Services — 190

James L. Ratcliff

PAGE

SELECTED WORKSHOP PAPERS

Cooperative Plans and Experiences Concerning the Integration of Broadcast Television Resources as a Part of Adult Education 219

Robert Tilroe

List of Institute Delegates 225

LEARNING TO LIVE WHILE LEARNING TO MAKE A LIVING

George J. Bullied

Founder & Director
Twin Valleys School
Wardsville, Ontario

GEORGE J. BULLIED addressing the International Institute on the Community College

Lambton College, Sarnia, Ontario

June 15, 1977

Somebody said to me earlier, "Have you got your speech written out?" I said, "Hell, no. Nobody told me about the game. I didn't know you were supposed to do that." And he said, "Oh, yes, George, you're supposed to have your speech written out." And I said, "Gee, I'm not too sure what the hell I'm going to say until I get up there and start saying it." He looked at me and said, "That isn't really the way it's done." So I apologize to you for not doing it the way it's done, but we'll just do it our way. And our way is that we have sort of a rap session going on, that we share ideas and dreams and thoughts.

I'd like to rap with you a little bit. I'd like to ramble on perhaps a little bit with you. But I think we can put it together. Somebody asked me about Twin Valleys and I said, "Well, look, let me give you an illustration of what the place is all about. A mother got up one morning and said to her son, 'Get out of bed.' He said, 'No, I'm not getting out of bed.' And she said, 'Don't be ridiculous, get out of bed. You have to go to school.' He said, 'No, I'm not going to school and I'm not getting out of bed. And I have two reasons why I'm not getting out of bed: the students don't like me and the teachers don't like me.' And she said, 'Dave, I've got two reasons why you are getting up: you're forty-six years old and you're the principal of the school.'"

Now I'm not too sure who the hell are the dropouts here, you know. And we have that kind of thing going with us. But we have a lot of things going. There were a lot of us that sort of dropped out of the system and we were so-called "educators," we were professionals. Isn't that a hell of a label to label somebody with? But anyway, that's what we were supposedly being. And then we horsed around with the system until finally we said, "It's just not meaningful to us any more. We need to know more in our own living of life."

So we decided then that we would start to put together something that would teach us. The basic thing that we needed to learn was how to live. All of us had been very successful, according to the system, in making a living. In fact, some of us had been at the top of the union. We had actually gone as far as our credits would allow us to go, fully realizing that we'd never ever make the money to be able to make the payments, but we felt that we had gone as high as we could go in the system that we were in and said, "Now, what the hell do you do from here. Where do you go from here?" We had all learned how to make a living. But we had a problem. None of us knew how to live.

We found that the divorce rate amongst us was pretty high. Oh, a lot of us weren't technically divorced, but in real living we certainly were. We really didn't know too much about our kids. Also we didn't know too much about the community in which we lived. It seemed as if our lifestyle, the financing of our lifestyle, required so much out of us that we had to dedicate our lives to making a living so that we could finance the kind of lifestyle we were involved in. Anybody here into that kind of mess? Think about that one.

It got to such a point that it demanded all our energy and the very beautiful, interesting, fascinating, exciting things of life were passing us by. And then, of course, we had to get into the system of climbing. After all, if you really do want to belong to the college, you must show initiative, you know. At whose expense? Usually your own and your family's. And there are a lot of things that we just didn't like about our lifestyle. It was interesting, the kinds of kids that I was dealing with, that they had the same kind of problem. It seemed as if everybody was geared towards teaching them how to enter that same kind of lifestyle that we ourselves were finding very, very sickening. Isn't there a little dishonesty somewhere along the line there?

So finally we got together with our students and said, "No. No, we really don't have it. There must be so much more. We really don't have the information or the experience to teach it to you. So the very best we can offer you is to be co-students with us in the learning." But we knew what it was that we needed to learn. we needed to learn <u>how to live</u>, rather than how to make a living.

I'm going to ask you a question and I think you should really consider this. When you take a look at the dropouts that we have and you take a look at the number of people who are technically trained to be able to make a living, are you sure that there is the available job and resources and all the rest of it to be able to accomplish that? According to the latest statistics I would think not.

This morning I was with Judge George Thomson of ComSoc who is setting up the new youth services. The saddest thing I saw there was

that you were not there. Because I personally do not believe that all the social experts who were there will really do the job. The one thing that was very obvious is that they had a system going. It is the P.Y.A. system: protect-your-ass system. And with the judge who is going to set up the new legislation and all the rest of it, everybody was very, very interested in making sure that their ass was protected in this new legislation so that they could get things operating and keep them operating in the unsuccessful way in which they've had it for so long. The poor buggers were so deeply involved in financing their lifestyle that they couldn't make any changes. That was sad.

The social experts who were there, and there are multiple social experts, had never taken care of any social problem that we have ever had at any time in humanity. Can you honestly tell me that poverty is anywhere on the decrease? How come we have bigger and better jails, more and more psych wards, and more and more energy, time and money put into the social expert who is supposed to take care of our social problems? That is what we have done. We've given them a franchise to take care of our social problems. When the truth of the matter is, there is a greater degree of disease within the experts who are supposed to take care of the problem! More heartaches, more broken marriages, and more juvenile delinquency; more social problems amongst the experts than there are amongst the clients who we are supposed to be taking care of. Wouldn't that tell you something?

To take care of social problems you don't develop social experts, you develop teachers. Teachers. But teaching has to be redefined. We

have to take a look at that from a much different point of view. Incidentally, we're not going to get too much of a choice. Because the kids who are going to be needing the new and different kind of teaching are not the idle rich or the very poor. But it's nice solid middle class. And once they get all upset, then we really have to do something about it. Because after all, that is where all the political votes come from and that is how we manage to maintain our jobs. And unless we can provide something that they need in the time in which they are going to have to live, rather than maintaining our own private little bag at the expense of students, then we are not going to be around. And incidentally, I don't think we should be, either.

It seems to me that most of the kids that I talk to and I work with, and work very intimately with, are really not that interested in making a living, because most people whom they have seen, including their own parents, who have made a living, have been so bloody miserable at it, and it has been at such a cost to the love and the welfare of the rest of the members of the family, that they don't think it is a worthwhile effort. And to tell you the truth, neither do I.

No, they are looking for something else. And when you finally sit down with them and you get intimate with them, when you share with them, when you walk with them and you talk with them, and you ask them to tell you their innermost secret desire and dreams, that is when you find the new courses that are going to have to come out of the community colleges. Oh, yes, my friends, that is where you will know the kind of material that they are needing in order to learn how to live.

And of course, we will always be about the business of teaching them how to make a living. But any idiot can do that. And anybody who is deeply involved in teaching a person how to make a living is a trainer, not a teacher. Teachers to me are involved in teaching an individual how to live. In order to do that, you must discover the individual potential, character, and talents of the student. Then you can give him the academic information and you can give him the technical training, if you like. But you need to know who that person is, and recognize that he is a very unique individual who cannot be run through an academic or technical gin mill, but requires something very special from you and me.

I remember a young person who was sitting in my office one time with a .32 stuck on the desk, loaded and cocked, and he kept on saying to me, "Do you hear me? Do you see me? Do you know me? Do you understand me?" And I had to say, "No, I don't. No, I really don't. Because nobody had prepared me to be able to do that with you." And he said, "What the hell have you got to say to me, that hasn't already been said by a hundred people before you who said one thing and lived another, and really didn't have too much to say?" That was the first lesson, I think, that we had to learn in being able to reach our students.

Many years ago I was in China and a group of so-called "educators" came over and asked the Chinese, "What do you do with your juvenile delinquents?" And the Chinese looked at each other and said, "What the hell is that? We have no meaning for that. We haven't got a clue as to what that means." They said, "You know, your dropouts, the screw-

ups, those who don't go along with the system." "Oh, the bright ones. Only our very best teachers are allowed to handle them, for they are our future leaders." And what do we do with them? We put them in total confinement where they are out of sight, out of mind, and we don't ever have to ask the question of how they arrived that way and what part we played in that.

And you know, it is increasing. George Thomson was saying this morning, "We now have three hundred million dollars in Ontario to take care of social problems and I secretly suspect we will have to double that because social problems are on the increase." Well, isn't somebody going to take some responsibility for creating those social problems? Or are they all "bad kids"? Oh, no. No.

I found that those kids whom I work with, the so-called "bad" ones - - and incidentally, to get into my school, my school of learning, you have to prove to me that nobody else wants you. That's your qualifications. And isn't it interesting that most of the kids who come to me have certificates of Grade 9, Grade 10, and Grade 11, but cannot read or write any better than Grade 5 and Grade 6; and in fact, according to Dave, when we were checking out their I.Q.'s, they have an average of 128. Over 700 students, all dropouts. Would you like to explain to me how that student can go through so many years of academic training and wind up not being able to read or write at the level at which they should? And yet, that's exactly what we're having happen.

Just to give you some figures. Fifteen percent of those dropouts who come to us go to colleges and universities. The latest figure we have is 87% of them finish their courses. 35% of our students go to work within one month after they leave, and they were dropouts.

Wouldn't that suggest that there is something more needed in the field of education? And isn't teaching a person how to live a legitimate part of education? If not, who is going to take on that responsibility? Who are the people who are going to meet this crying need of our young people today?

You know, we were talking, not too long ago, about the new direction of education, why are we taking those kids and urbanizing them when you can't handle the people you have in your urbanized centre? 7% of our country is used by something like 85% of the population. What about the rest of the land? Who teaches our young people how to go out and live in that land so that they may develop it so that it may be meaningful and productive to them and to the rest of the country? Who the hell ever claimed that living in an urbanized society was all that good? And if our young people are going to get that kind of experience and information and training, who is going to teach it? And yet if you don't what is your alternative? Do you have anything better? Should perhaps we consider education from an entirely different point of view? Is the business of teaching them not only how to make a living, but learning how to live with one another, just as vital as any subject you have?

I noticed in the colleges that I have to deal with that I usually have to pussyfoot around the academium. And after all, we do realize that colleges and education have developed somehow or other to be the special prerogatives of the academian, and everybody else who gets into the act is a poor cousin who is there as long as he doesn't raise too much hell and demand too much of the budget. Well, I challenge that.

I'm telling you that there are more subjects which are needed, presented in a much more meaningful way to our students today. Which of us will rise up and accept the challenge of that? Oh, yes, you may be on the outside, you may not be considered part of the inside of the college, your rewards may be few as far as the monetary things are concerned, but you will join an elite group of people who, although the rewards are few, they are able to go to bed at night and sleep well because the effort they put in was meaningful to the lives with which they shared it in the moment in which they did it. And that is a reward you can't buy. That's a reward that comes from people who are concerned with people and are willing to take all of the risks that are necessary to accomplish that and there are some risks.

You know, Alexander Hertzon, on his death bed, declared the guilty secret of his intellectual generation; with unbearable revulsion he turned around and said, "Doctors! We are not doctors! We're the disease!" Is there one chance in a thousand that we who are in the educational field just might not be in that kind of a position? Are you sure that we are not intellectual giants who are emotional midgets and incapable them of being able to provide the education that young people really need and are looking for and searching for today?

Another person came up to our place not too long ago from the government and said, "Mr. Bullied, what about drugs?" And I said, "Which kind are you talking about the legitimate or the illegitimate ones?" "Oh," he said, "the illegitimate ones." I said, "Is it okay if we have them all as legitimate junkies? Is it okay if I show you a prescription for each one and then he can carry on the natural course

of becoming a vegetable? Is that okay?" "Well, yes, if the doctor says he can have the pills." Oh. But if the pusher on the corner doesn't say so and he gets them anyway, I have a question to ask you: What is the end result to the person regardless of where he gets them? And then the other question is, why does he need them? He needs them because he has not developed a meaningful lifestyle that would allow him to know who he is, why he is here, and where he is going, and what it's all about. And that, ladies and gentlemen, is the logical, legitimate prerogative of the teacher.

Now, of course, you might have to step out of the academic role. You might even have to step away from your blackboard. Because one of the things that is required to teach this subject is that the kid who has been turned off by our voices has to learn by example. It works something like this. I'd rather see a sermon than hear one any day. I'd rather one would walk with, but just a little way.

You see, one of the things we found in teaching our young people how to live is that we had to teach by example. They learn by association and observation. And they had to see it in action with us to know that it would be meaningful for them. And we had to be willing to set aside our own specialization in order to be the living example of what it is they were looking for. It's the kind of subject that will not be taught very well on a blackboard. But it could be taught in living.

How many students get the opportunity of knowing how you live? Well, then, who is going to teach them? Because we do learn from association and observation. From their peer group that is just as browned off as they are? A group of people whose only purpose in life

is to wash the dishes, take out the garbage, mow the lawn, and be a "good" boy, a "good" girl, don't disrupt the system, don't shake it, don't get bad marks, and if you come back with an F? ...

Do you know how most of our kids are taught today? Why they could not learn how to live in a meaningful way is because we have programmed them to the fact that they are "good," "bad," and "ugly." Now if you are "good," everybody will praise you with the hope that someday you may even become a public benefactor. If you are "bad," we, of course, will take some of our social experts to make you "good" again. That's called "rehabilitation," incidentally. And if you are "ugly," what we will do with you is put you into some kind of total confinement institution so that you are out of sight and out of mind and we can forget that you ever appeared in our classroom.

But, you know, one of the things that we discovered - and if I can share this with you and nothing more than just this, if you walk away with only this one thing in your heart, than I think that this is successful. If not, I think it was a pile of gymnastics you've gone through that really doesn't mean a damn and won't change anybody's life, including your own. But if you could learn this one thing: I have never in my whole experience of interacting with young people ever found one who was good or bad or ugly. My total experience has taught me that there is no child, no young person, whom I have met, that isn't perfect, upright and beautiful, and the job of the teacher is to give him the academic information, the technical training, and the social interaction that enables him to have that experience. And if we fail there, we have failed. And some time, sooner or later, that failure will come to roost on every one of us. Maybe, in the form of your own child. Come visit us this afternoon at Twin Valleys.

Communication and Collegiality:
Please Listen To What I'm Not Saying

by

Charles M. Galloway
College of Education - Ohio State University
Columbus, Ohio

When I think of what it means to be an instructor in a junior college, community college, a professor in a university I think of three realities: Task, Institutional, Personal. Let me begin with Institutional. As a professor, instructor at any college or university, you are tied to an institution; you have a role expectation about your job, performance and position. Within that institutional setting you play many roles. There is a Task you perform. You teach, perhaps you do research, but nevertheless, you vary these task performances. Then there is a Personal life you live. Indeed, part of the concern for money has nothing to do with institutional or task, it has to do with personal; it has to do with quality of life I live in view of financial resources that are available. In my private life I have many needs, concerns, worries, anxieties, and fears that bear on my institutional and task requirements.

Presentation at the Eighth Annual International Institute of the Community College, June 13 - 16, 1977, Sarnia, Ontario.

The clearest thing to be said about institutions, universities, and colleges is that they are not rational structures; they do not arrive at rational decisions based on empirical data or the best information; nor do they problem solve. We have a little mythology that goes around in our head in which we believe that administrators at colleges and universities sit at some round table and arrive at the best decision for all parties. No! It is not true. Institutions arrive at decisions that serve their own best interests, because they are interested in their own survival and they are interested in the games and the rewards that the institution can reap for itself. I offer no complaint here, and I offer no change. It is the way it goes.

Universities and colleges are political structures. And, of course, they are structures in which academic games are played. Lots of academic games! Academic games dealing with teachers and their performances, and academic games in relation to what students learn. Within the institutional conflict of the residency of a university college (about which, by the way, I'm very happy), there is much conflict. Things do not always go my way, nor do they go your way. I am not awarded pay increases or promotions that always work out exactly as I would like.

What of the "Task" business? Within the context of a college you are a servant. You are a servant to whom? You are a servant to the institution that employs you; you are a servant to the dean or to the chairman or whomever; you are a servant to the community; to the students; and perhaps even to your colleagues. Within this setting, few rewards are doled out for doing a good job. Someone from the community doesn't call you up to say, "That was a great course you taught last semester. Thanks a lot." A parent doesn't call you to express their thanks. Oh, it happens once in a while, to be sure, but those are miracles. These are not the day-to-day sustainers of effort.

At large universities, such as my own, to be an excellent, outstanding teacher is to attract students in numbers of sixty, seventy, eighty, ninety, a hundred, a hundred and twenty-five. To serve on committees, to work towards formulating new courses, counselling and conferencing with students, spending endless hours in task requirements means nothing in the way of the reward structure of the university. Conversely, you can be a poor teacher; attract eight or ten students per course, serve on no committees; create no new courses; and do none of this intra college or university work, it still seems to make no difference. It is a bitter lesson.

At my university there is an emphasis on what is called, FTE's. FTE's are full-time enrollments. The number of FTE's indicates the amount of state subsidy you will get. If you attract Ph.D. and Master students, it means more money than undergraduates somehow. Remarkable! A couple of years ago (to make a personal note) there was an appeal from the Administration to take more students in classes. I thought I would pitch in and do my part. I began to take more students; make the courses more interesting; do the kind of work which would attract students. At the moment I have well over a hundred students every quarter in my nonverbal course. But this outcome means absolutely nothing in the reward structure for the instructor. What do you get? You get the suspicion of your colleagues. How could you manage so many? Even from the deans office, someone asked the other day, "how do you really teach that many"? I say, "I make the course as interesting and relevant as possible." So your efforts are not understood, even by the leadership that moved you to alter your professional life.

What of the personal dimension? The greatest fear in the academic community has to do with losses of self-esteem. Risks and chances are not taken because one may be vulnerable. The fear is that one may be as bad as one

thinks, or as bad as one thinks everybody else thinks you are. No one tells you this directly but you unfortunately get feed-back that no one is ever happy. When you look to the administration for rewards and goals, you get, "we can do better." When you look at the community or students, it's not quite enough, and you are constantly falling short of the mark. When I take such lines of talk with a person who is in another vocation or outside of the academic community, they almost sneer at me. And I understand, from the outside in, everything looks so soft.

Exclusion breeds self-doubts. The teacher, who is excluded from others, begins to be taken in by his or her own fears. When I see a teacher isolated, this is a teacher, by anybody's criteria, who is not doing well. One of the great problems in public education is that teachers are practicing their craft alone. They are neither with anyone else, nor is anyone with them, nor do they have an opportunity to associate with their peers. We, at the university and college level, for a very long time have been alone, so we think nothing of it. When we speak of colleagiality, do we mean teachers, instructors, professors with the administration: Hmm, that would be a new day. Do we mean indeed, among ourselves, exclusively among ourselves, as colleagues, as teachers? I think we mean that. And here we have a problem: if it is that only through collective bargaining or professional association work exclusively, we can get together and no other means are available, we are in trouble. If collective bargaining would be the only measure for colleagiality, teaming, working together, we would invite our own demise.

A poor communication is not the cause of a relationship but an outcome. The definition of a relationship which is already in the minds of men and women creates communication, not the other way around. As others perceive you the way they do, they behave that way. They communicate that way. Communication

becomes the evidence, not the ideology. Information alone is never enough to solve conflicts. In a rational, intelligent, academic, intellectual set of circumstances, an exchange of information is not enough to carry the concerns of worth, value, and esteem. I mean the same thing that Edward Hall implies in his recent book, Beyond Culture, when he distinguishes between "low context" and "high context." In low context contacts, we rely on information. We don't know each other very well. We don't have shared agreements. We don't have similar value commitments. We don't have common norms. There is an absence of confidence and faith in the belief of the other. So we rely on information to carry the relationship. When I have to deal with my colleagues on low context grounds of sheer information exchange, I am doomed in matters of colleagiality.

What are some positive conditions that I would want to outline? We would use contacts (you see I like the word contacts instead of messages or communication) for persons rather than against them. Unfortunately we've learned that information can be used against us and not for us. We need to move to the deeper structures of contact and away from surface structures. By deeper structure, I mean the actual exchanges of what persons think and feel; of what's inside. You are able to have these exchanges because your hurts, vulnerabilities, weaknesses, concerns, anxieties, and fears will not be used against you.

A further condition would be that trust and confidence would replace power plays. Currently we're playing power games. Who's on top? Who gets what they want? I'm not pro-administration anti-faculty, pro-faculty, anti-administration. That's not my point. We are going to have to find a way to create a context of trust and confidence within the larger context of our mission.

One of the problems within a competitive, free-struggling culture, is that we take it too far. That we have to win at any cost. Do you know what the number one problem IBM has? Ford? and General Motors? The problem is to somehow convey to the worker that the workers' best interest is in the corporation's best interest. They both get rewarded when the company produces a better product.

I have done consultant work with Ross Laboratories, Nation-Wide Insurance, IBM. All of these corporations face the same problem. A baseball team has some of the same difficulties, not just in it's negotiations for salary, but in it's attitudes, sentiments, and emotionalities. This is true not only among the players, but between the players and the organization. And why have a few teams been successful the last couple of years? Because they have great talent, you say. Great talent does not assure excelience. It's because they have been identified with a mission and outcome. They want to be champions and they subvert everything to that end.

Recently I was asked by the Dean of a School of Dentistry to work with his faculty and administrators. The school has problems. What problems? Their dental instructors have private practices and are college instructors in the School of Dentistry. They do not communicate very well among themselves; there is a lack of colleagiality, there is a lack of teaming, and this effect influences their contacts with students. That is, these dental instructors (who are practicing dentists and part-time professors) are having abrasive, abusive, authoritarian contacts with students.

Why! How! It's really very simple, if you just stop and think about it. A young man or a young woman goes to dental school. They are on their own. They are individuals. They compete. The academic rigor of becoming a dentist is terrific. To your right and to your left, you see your fellow students and

your peers failing; they don't make it; they don't pass the courses; they don't matriculate to clinical practice; they don't pass their internship. Fellow students, you like, get "axed." All the while, privately and personally, you're congratulating yourself on your ability to succeed. You make it through dental school and enter into private practice. You have ambitions to rise professionally. You either go into a partnership with other dentists, or you create a practice for yourself. All goes well. Someone at the university says, "how would you like to join us." We've heard good things about you? How would you like to come over to the dental school and be a part-time instructor, and perhaps even later a full-time instructor?" You accept the invitation and you join a dental faculty. You belong to a professional school with colleagues. You have been schooled for a very long time to look out for yourself. Again I don't mean there's anything wrong or right about this, but, you have been schooled to be competitive; to get what you want; to get what you earn; by the sheer power of your ability, intensity and competitiveness. Now you are in a School of Dentistry that requires you to work colleagially with fellow professionals and to relate in a positive way with students. Everyone assumes that you know how to work with others. It's too much to expect. Collegiality cannot be assumed to occur on its own without prior experience.

How does confrontation enter the scene? Confrontation can be healthy, particularly in interpersonal contacts. We need at times to tell someone face to face precisely what our view is, and what we think. It's the only way to move, to create change. Confrontation forces others to look at the problem from our point of view. Confrontation uses conflict for advantage. Confrontation is a narrow belief in the truth, and it is of course self-serving. The outcome of confrontation is that it is good at gaining attention and publicity. Bringing attention to yourself, of making your own views visible. The problem

of confrontation is finding alternatives; dealing with backlash. And, of course, the problem of confrontation is that you are obliged to always suppress the opponent's arguments.

When is confrontation most often used: It is used by those who are without power and influence. If you have power and influence, and you know you have it, you don't need to confront.

The simplest definition of power that I can share with you, is: getting what you want. Concerns with power are concerns in finding ways to get what you want. In my own field of nonverbal communication this is one of the issues, because nonverbal communication lends itself to getting what you want. If you know how to use your own expressiveness and persuasion, and know how to read the extra messages of others, you will have the advantage. While we recognize that nonverbal communication is related to questions of power, we try to stress the idea that this is not its singular purpose. The purpose of understanding communication is to have the advantage of more information; knowing that if you have more information, you will make wiser, more humane decisions.

Communication and relationship, colleagiality and confrontation are the crucial issues for faculties of higher education. Never has there been a time when we have needed to understand the life-giving requirements of productivity and professional satisfaction. The need for closer communicative contacts and more trusting collegial relationships is upon us. Our survival as an academic community of scholars and teachers is in the balance.

THANK YOU

IS EDUCATION THE ONE PROFESSION IMMUNE TO CHANGE

Dr. Richard H. Hagemeyer

President
Central Piedmont Community College
Charlotte, North Carolina

I listened to John Roueche last night. I heard the speaker this morning and realized that the organizers of this institute had certainly set up quite a challenge for those of us following on the program. I looked forward to this opportunity because I felt that it had provided a chance for me to learn a little bit of what is happening across the border.

This is my first opportunity to address a group in Canada. I enjoyed my conversation with numerous people last night and today, and have learned some encouraging things.

Some of the things I am going to say may or may not be appropriate to Canada. It may be in some of these areas you are far ahead of your compatriots in the states. You will have to make those judgments as I make the specific statements I plan to make; take them and use them as you see fit, putting them in the context of your own situation.

If you looked at the title of my speech, you might get the impression that I am either being facetious or sarcastic. I hope I am neither. I hope by addressing the fact that in addition to the two sure things that we have known for years -- that is the certainty of death and taxes - that we recognize that one of equal certainty is "change."

The world - our society, other professions, business and industry - has changed but I ask you what changes have occurred in post-secondary education. Stop and think. Our so called "governance system" was copied after the one that was used in Cambridge in Oxford.

We still rely almost exclusively on the lecture as a means of dispensing facts, and the printed word as a means by which a student adds to his knowledge. If students are continuously unsuccessful in a particular teacher's class, or for that matter in a department, we still place the entire responsibility for that failure on the student.

The profession still insists that practically all aspects of the teaching and learning process must be conducted by a professional with full credential. A credential based upon a supposed mastery of a body of knowledge as evidenced by the degrees which verify that a certain amount of time has been spent, and that the individual has enrolled in the particular classes as prescribed by the institution. It is a sad commentary, but the only thing an educational institution can really guarantee is the amount of time the student has spent in the institution. We cannot attest or warrant to what was learned during that lapsed time.

It is still necessary for students to come to a central location or campus. We still hear the old refrain "reduce class sizes in order to improve the teaching-learning process."

Let's spend a couple of minutes looking at some other professions and some examples in the business and industrial world.

The professions of medicine, dentistry, accounting, engineering, law - just to choose a few - have realized that certain changes in methods of operation had to be made or their services might be priced out of the marketplace.

Let me use medicine to illustrate a point. If I were to schedule a complete physical examination next Monday morning, and when making the appointment I told my medical doctor that he, personally, was to perform every test and every procedure involved in the examination, I would completely disrupt the routine of that clinic. And, in my case, I would probably have to float a loan to pay him. That profession, the medical profession, long ago learned how to use differentiated staffing. As a result, they have technicians and nurses doing the X-ray work, EKG's, all the laboratory procedures, and many of the other aspects of a complete physical examination.

That leaves the medical doctor with the responsibility to assimilate the factual data collected, perform certain procedures which are beyond the scope or training of the nurses or the technicians, or to repeat those procedures where the data reveals something of a specific or suspicious nature, and then prescribe or reassure the patient as to his physical health or what could be done or must be done to improve it.

Let's look at some other professions. The dentist has learned to use dental hygienists, dental assistants, and dental technicians. The engineer uses surveyors, draftsmen, and numerous other technical personnel. Para-professionals are used in accounting, and attorneys use legal secretaries and legal assistants. These professions adapted to changing conditions for numerous reasons. One, of course, was economics, but they also recognized that many of the more mundane and repetitive details to be done could

be accomplished by individuals with less background, but who possessed specific skills in a narrow area. By delegating those duties to others, the professional was able to conserve his time and energy for those duties and activities which demanded his breadth of background and experience.

The professions I have mentioned are respected professions. The changes that were made in those professions were made by respectable professionals.

Those of us in education must ask ourselves "Are we so different from all these other professions, and if so, in what way?" Are our claims of difference real or imagined? Have we really taken advantage of what is known about job and task analysis, or have we been so blinded by our traditional conservatism that we respond with the old cliches and the unproven claims repeated so often to ourselves, that we really believe them?

Would you agree that it is slightly ironic that we in education, the one group of people in society given the major responsibility for educating people, have chosen to ignore ways to improve the teaching-learning process, and have chosen to ignore or disregard, in many cases, the advancements in technology that can contribute to more effectiveness and efficiency. I am sure you also agree it is regrettable that we continue to cling to the old traditional way, disregarding the break-throughs in psychology and sociology regarding human action, interaction, and how people learn.

While educational institutions continue to put major emphasis on the lecture and books as a means by which information is dispensed, one can go into a dentist's office and learn via video tape or sound and slide programming much about the care and cleaning of teeth, the anatomy of the tooth and the jaw,

information about the diseases of the gum, the treatment thereof, and other aspects of dental health.

The medical profession has taken advantage of technology to gather medical histories, and to make available important medical and health-related information to patients using modern communication techniques.

Let's shift from those professions to the world of business and industry. Several weeks ago I spoke at the National Convention of the American Society for Training and Development (ASTD). They had over four hundred exhibitor booths. I didn't go around and count, but I doubt very much if there were more than fifteen to twenty exhibits where you could see the traditional written educational materials. Everything was geared to modern communication methods. ASTD is a national organization representing our educational counterparts in business and industry. They are in the same business as we are - educating people.

Let's look at some other changes. Until recently, when a customer purchased a computer system, or components of that system; or if there has been a change in the technology necessitating the upgrading or retraining of the customer, his employees, or the salesmen of the company selling that equipment, these individuals were transported to a central location in order to receive the information they needed. This is no longer true. One has only to sit down at a terminal in one's own city to receive the necessary information needed to understand the capabilities and how to utilize the new equipment.

We in education, however, still insist that students come to one central location. The idea of delivering instruction to the student in a place and format more acceptable, convenient, and possibly more effective for the student, has not commanded much of our attention.

Cost effectiveness has become the watchword in most other professions and in business and industry. We in education have heard about the phrase, have sometimes been threatened by it, but to date have reacted in a manner vastly different than those in other professions and in other segments of society.

Productivity is a word that has been used in other professions for years. Those professions have reacted in various ways to meet the demands for increased productivity. Their reaction, however, has not been the reaction heard for many years in the industrial environment, that is, to increase productivity you learn how to work harder and faster. These professions and the professionals in them have expended their efforts learning how to work more effectively and efficiently. Good management principles have also been adopted.

We in education have only recently been willing to accept the fact that the term "management" and "manager" is not synonymous with a four-letter word. Our profession still must come to grips with the fact it is not unlike other professions, and not unlike the business and industrial world. Changes must be made, not only because the public is demanding changes but because we, as professionals, sincerely want to improve our services and the efforts we expend on behalf of society.

In order for you to better understand from whence I am coming, let me make several assumptions with which I believe all of us will agree. One, the institutions in which we work exist for the students. Two, these institutions do not exist to provide jobs for the president, the administration, the faculty or the staff. If the students are not present in sufficient numbers to justify continued employment for the faculty, or the staff, or the administration, there is only one alternative. Ours, that is the institutions in which we work, are not one of the many public service agencies created to reduce the unemployment rate of well qualified and educated people. Our institutions exist to serve the needs of our community and the democratic society in which we live. Three, the full-time employees of the institution, professional and non-professional, faculty and administration, are all essential and are the binding ingredients holding the institution together. It is further assumed that all groups have three basic motives (this group of full-time people, regardless of the particular job to which they are assigned): (1) to provide the best education possible for those customers who desire educational and personal services from the institution; (2) that these services are provided in the most effective and efficient manner; and, (3) that it is done in a way fair to all concerned.

These statements are very similar to those that we have heard for a long time - you know, for motherhood, the Fourth of July picnic, against sin, and so on. Everyone agrees to them in the basic outline, but when they are broken down and changes are indicated, the shoe begins to pinch.

Let me describe some changes that, in my opinion, will have to be made. Education must recognize that it has a changing clientele to serve. We no longer can concentrate on the education of the eighteen to twenty year old cohort, but must recognize that education is a continuing activity through life. This means many more older students with different motives for being there, and with different ideas of what is expected of the teacher and of the college. Continuing education has been a cliche for years, but now it has become a reality. To continue to learn has become a necessity for economic survival, and in addition (and this is one that we overlook quite often), extremely important in today's complex society so that one can act responsibly in a democracy. The market for brawn and brute strength decreases each year as more and more sophisticated equipment takes over the routine jobs. This provides a survival problem unless men and women acquire new skills and knowledge.

We must also remember that it has been said for years that the continued success of a democracy depends upon an educated citizenry. In speaking of the United States, and here you would have to relate this comment to your particular situation, we see weakness in voting records, political and business morality, crime, environmental pollution, just to name a few societal problems. We must recognize that a lot of money has been spent on education, but with what results in terms of preparing people to live as citizens in a democracy.

Serious questions are being asked; questions by the politicians and the general public. We in education are responsible for providing some answers.

We must recognize that our educational system has been designed to educate only the elite. This is in both methods and in the subject matter. Each, the methods and the subject matter, has been slanted for the intellectually inclined rather than the whole population. However, a very heterogeneous group of individuals are asking for and needing our services today. If we are going to be successful in providing them what they need and want, we must vary the ways by which it can be done. Not all of the population are as lucky as those of us in this room. We were born into an environment and with a genetic structure which made it possible for us to learn successfully using the traditional methods of listening and reading. We were able to sit in a group, listen to someone talk, and learn in the process. Or, we were able to take a book, read it, and comprehend. However, and this is where we really have to stop and think and the thought is a shocking one, we represent only about fifteen to twenty percent of the population. What about the other eighty to eighty-five percent? Most of that large percentage of our population is unable, unwilling, or unmotivated to learn by listening to a lecture or by reading. Alternate opportunities for learning must be provided for them so that they can choose the one best suited to their particular learning style. Some of these individuals may be able to learn from pictures, or tapes, or any combination therein. Some have to actually feel in order to learn. We need to learn and to recognize that these alternate ways must be developed in order to provide that choice to these individuals. The heterogeneity of our customers demands this, if we are to serve them successfully.

In addition to recognizing that our clientele are different in age and in many other ways, we must also recognize a fact that all of us have known for years - people learn at different rates of speed. Each of us has probably had the experience at one time in our life to employ people to do relatively simple tasks. Let me use a simple illustration. Suppose any one of you were to employ an individual to mow the grass and trim around the shrubs and trees at your home. The first individual you employed was told what you wished to have done, and the individual did it. The next individual, with the same instructions, failed to do certain things and you had to repeat the instructions. The third individual was employed, and you went through the same ritual as with the first two, but you found that you actually had to go show that individual what had to be done in order to have the task completed satisfactorily.

We have known this, but we in education have completely ignored this fact. We have chopped up the various disciplines, the various fields of knowledge, into time frames and have said to individuals "learn this in this length of time, or you flunk." We have ignored the fact that some of them could learn it in half the time and probably were completely bored and wasted their time. Others, if they could be given just a little bit more time, probably would have mastered the subject matter.

I have referred to the medical profession several times. To illustrate the last point, let me go back to it. If a doctor with a hundred patients, all afflicted with exactly the same disease, looked at his calendar watch and said,

"In June, I am going to go on vacation so all of you who are not cured June 1, I pronounce you dead." Stop and think. That is exactly what we do. If students have not achieved a certain arbitrarily selected level of achievement by a specific time, we pronounce students dead in terms of where they are going or what possibilities are open to them in the future. We must learn to develop means by which a student learns at his own rate and at his own convenience, instead of in a group and at the convenience of the institution and the faculty. Some institutions have scratched the surface in this endeavor but it is merely a start. I have heard, talking with some people here this morning and last evening, that many institutions have moved a long way in this direction, and I compliment you. I would have to admit that in the states the number of institutions that have moved a long way are relatively few. There are some stateside institutions that have developed in some departments, some have gone a considerable distance in many areas, but there are others and they constitute the majority, that are still existing and going along as if we were still back in the early 1900's. There are some institutions in the country that have developed institution-wide their ability to do some of the things I have described, but again, they represent a relatively small number compared to the approximately twelve hundred two-year institutions we have in the United States.

Let's leave that and look at another change that must be made, but one that is not as obvious as those of methods and the need for individualizing the instruction. It is a change, however, that is most difficult to achieve. A change of philosophy of "What is a teacher?"

I am sure many of you heard, and John referred to it last night, the story about the professor on the first day of class who said, "Look around to the right and to the left, one of you won't be here by Christmas; and another will not be here by the end of the program." These professors have assumed (and this type of thinking is much more prevalent in our profession than we would like to believe) that if a student did not learn, it was entirely the student's fault. If one would look in the dictionary for the definition of "teach", it is to cause to know a subject or to cause to know how. According to this definition the teacher has a responsibility for causing learning to take place, that is, if one is to deserve the name of "the teacher." A necessary change in the teacher's philosophy is a recognition that student-learning is a shared responsibility instead of one that can be completely placed upon the student.

Let me go into the fourth major change I would foresee, and that is the change and the use of different delivery systems. I mentioned before that traditionally campuses have been built which require all students to come to one central location in order to learn what it is they want to learn. This is very convenient for the teacher, and administratively offers tremendous advantages, however, it is not always very convenient for the student. Ironically, I am afraid over the years we have forgotten that the reason for the college's existence is the student. At least we give that impression because his conveniences and desires often seem to be ignored. Let me use an illustration of that and if this strikes a responsive chord in your own institution, I hope you won't take it wrong.

If I go on most campuses, including my own, the parking pattern is about the same. There is a segregated parking area for faculty, staff and administration. This area is inviolate and it is usually the most convenient area to the building. Student parking is on the perimeter and on a hunt and find basis. Let's make a comparison, keeping in mind we say we operate our institutions for the student, and proclaim our reason for being employed is the student. Suppose we shift this around. Suppose we were operating a business, and use a retail store as an example. That organization operates for the convenience of the customer. If you are an employee of that retail store, where do you park? Next time you go to a shopping center, or some other place of business, look for the employee parking. It is always as far away from the front door as possible, reserving the places most convenient for the customer. Let's compare this with ourselves. Invariably, on a campus (but you are seeing less of it than you did a few years ago), there is a place reserved for the president, as well as places reserved for the vice presidents. These are always the most convenient. As you go down the hierarchy, supposedly, the last person in is the person that gets the one furtherest away. At the same time, however, even that is much more convenient than the places provided for the students.

I do not want to leave you with the impression that I have solved that problem. I am not about to win a battle and lose a war, but it serves to illustrate the dichotomy between what we say and what we actually do. It is also probable that the existing practice of bringing all these students to one place might not be the most economical way of providing service. Buildings cost tremendous sums of money today, and even more to operate and maintain over the years.

Society may not be willing, or for that matter able, to pay the high cost of continuing this practice. The high cost of energy and the potential shortage of gasoline is now a new element in the equation, especially for the commuter-type institutions in which most of us work. In my opinion, it will be necessary to make major changes if we are to reach into and serve that large portion of the population who in the past has not been motivated to the extent that you and I were, or are unable to conform to the patterns established by the institution for the institution. There will be those who have responsibilities that make it impossible to attend college as we did, or are financially, or otherwise unable to transport themselves to that central campus. They are going to be shut out.

We claim our objective to be to serve the educational needs of the adults in the community; but then, by our methods of operation, we disenfranchise by our methods many who are most in need of our services.

I said that new instructional delivery systems must be used. Some of these are experimental; some may not work, but some will. Some are known to you - open TV, closed circuit TV, cable TV are common examples. These will not be a major factor in the delivery of instruction to the vast numbers of people that need and want the services of our type of institution. Each is limited by the number of hours programs can be broadcast when students are available. They will provide and are providing the frosting on the cake, but as a major delivery system they have major limitations. I think we will see a greater use of the telephone, i.e., the conference system and techniques similar to that. Radio is going to be used again. It is still being used in many countries very, very successfully. For certain things radio is a very economical way

of making instruction available to the learner. Both computer assisted and computer managed instruction will find a greater place in the teaching-learning process. There has been a lot of experimentation in the computer assisted instruction to date. It has not proven very successful because of its high cost. Computer managed instruction, however, will prove to be a very effective way and we will hear and see much more of it in the future. We are now hearing about compressed video and video disc. We must maintain an open mind while investigating the many possibilities technology is providing for us, but we have to be very careful that we are not carried away by the science and the technology. The technology is readily available. Much more than we know how to use. If the need for additional technology is demonstrated, our scientific and industrial ingenuity will produce the hardware to do it. The big problem is within ourselves. How do we direct our educational expertise to utilize technology in order to better serve the people who need and want our services. I wish time would permit a brief description of how we plan to use some of these delivery systems science has recently placed at our disposal. I noticed on the program that there is a period later this afternoon in which we can have some discussion, and I am hoping that questions will be raised so that I will have a chance to explain some of these, but let me give you just a brief insight into what is technically possible right now. Visualize for a moment the technology that will make it possible for Lambton College to put a device about the size of a large suitcase at the head end of the transmitter of one of your local TV stations and that TV station is shut down from one o'clock in the morning until six. Using that little box and the clearance to transmit it is possible to broadcast forty hours of instruction in the sound and slide mode in twenty-seven minutes. This can be received by a little device attached to the two terminals on the back of your TV set.

When you go to bed at night, turn it on "receive," and the next morning, stored in that little box, will be the forty hours of instruction transmitted during the night for you to play back to yourself, your neighbors, your cousins, your nephews and everyone as often and as many times as you desire. Not necessarily all, but all or any segment. When you want more, you turn it back on "receive" and Lambton College will send it to you upon demand. Think of the possibilities of taking instruction to people if you have this small suitcase in which is enclosed one roll of video tape, and on that one roll of video tape are 60 one-half hour programs in the sound and slide format, thirty of which can be transmitted to any number of TV monitors simultaneously.

I would imagine you have the same thing here as in my community. There are many buildings in the service area of an institution that are unused most of the time. Imagine what can happen if you can put this suitcase and fifteen monitors into a van and drive up to a church (the educational wing of a church) move a TV monitor into fifteen rooms, plug it into the electrical outlet. You have a data retrieval system, if you want to call it that, operating. You could run fifteen classes simultaneously, dispensing information in the sound and slide format, to one or any number of students, each in a different class. Your professional teachers can follow up (because we haven't wasted their time dispensing facts) by meeting with students in small groups helping put the facts that have been acquired into context.

Those are just some of the things technology has put at our disposal, but we still must recognize we are the stumbling blocks. Going back to that example I ask you - how long would all of the educational materials that are available in your country and ours - how long would it feed a system that would transmit forty hours of instruction in twenty-seven minutes? It would use it all up in one evening. These changes, or some aspects of these changes, (and I don't profess to have the ability to foresee into the future and say "this is what's going to happen") will occur. Education and educators have a reputation for being slow in accepting change. We shouldn't punish ourselves for this accusation. We recognize this is a natural human characteristic. We just seem to have an overabundance of people unwilling to rock the boat. Changes will occur because there are many compelling reasons why they must, and there is one of them that all of us can understand -- survival. We all like the idea of a job and a pay check. If the educational institutions as we know them today are to survive, along with our jobs, we must learn to adapt to the changes that are being demanded.

It has been reported that industry and business in the United States spends 100 billion dollars a year on education. Let me repeat that... 100 billion dollars a year on education. This does not include the direct instruction related to the production processes. In our country, corporations such as IBM, Xerox, The Arthur P. Little Company, General Electric, General Motors, and other major organizations, have developed or are developing and operating educational institutions not at all dissimilar to our technical schools, colleges and

universities. They are being very successful in serving the same clientele we have traditionally serviced and continue to expect to service. Our costs are going up and up. We are being priced out of the marketplace. The next five years will see even more developments and even a greater challenge to our imagination. We must be willing to look at facts with an open mind, and make our decisions based upon them. We dare not continue to put our head in the sand. You know, the Lord gave us two ends to use - one to sit on, and the other to use for thinking. It all depends on which we choose - heads we are going to win, tails we are going to lose.

THANK YOU VERY MUCH!

EMPLOYMENT FOR CANADIANS - THE CHALLENGE TO COMMUNITY COLLEGES

J. L. Manion

Deputy Minister
Department of Manpower and Immigration
Ottawa, Ontario

J. L. MANION - EMPLOYMENT FOR CANADIANS -
THE CHALLENGE TO COMMUNITY COLLEGES

It is hardly necessary to point out to an audience such as this one that the emergence of the community college has been one of the most important developments of the past ten or fifteen years for Canada's system of post-secondary education and training. Nevertheless, you may find it reassuring to hear that the federal government, despite its preoccupation with economic policies and the like, does keep an eye on such provincial initiatives. Indeed, we like to think that we did our part in the sixties to encourage the development of some very important aspects of what Statistics Canada calls the post-secondary, non-university institutions.

I refer, of course, to the capital assistance provided under the Technical and Vocational Training Assistance Act of 1960, which during that decade provided over $800 million, much of it to build and equip the new colleges and vocational training centres that sprang up across the country.

We like to think, too, that our expenditures of over $500 million annually on the Canada Manpower Training Program have a strong and positive impact on the system, as well as on the 300,000 adult workers who receive training.

We recognize, and welcome the fact, that college-level education includes a great deal more than Manpower Training. Our objectives are clearly focussed on the employment needs of workers, but the full spectrum of education serves a broader range of purposes; the community college, with its diversity of clients and aims, best exemplifies this breadth.

Thus when we say that the mandate of our Manpower programs is to help individual Canadians meet their economic needs and find self-fulfillment through work, we do not imply that economic needs are the only, or the ultimate, human values. And when we say that we have a responsibility to develop this country's human resources to ensure the full productivity of the economy, we are quite conscious that economic goals form only a part of our society's values.

I take the trouble to say this because I want to go on to talk to you about a particular challenge which this country faces, a challenge which the colleges can

play a large part in meeting, and I don't want you to think that I see this as the only challenge before us. I happen to think that this task is one that vitally affects virtually everyone in Canada, but it affects most directly your major clientele - the young people.

You will have guessed, I suspect, from my position and my opening remarks, that the challenge I refer to is that of employment. As is well known to all of you, we are in the midst of a period of high unemployment and this phenomenon is felt most acutely by young people. What not everyone realizes, however, is that the youth unemployment problem is not a short-term effect that will go away as the economy picks up, but is something that has been developing over the past 20 years and that is likely to be with us for a long time yet.

Conventional wisdom suggests that the decline in birthrates that occurred from 1960 onward will automatically resolve the situation if we just wait a few years. The "demographic bulge" will cause the youth population to peak around 1980 and by 1985 this group will be smaller than it is at present. The youth unemployment problem should thus be somewhat attenuated. A little thought, however, reveals that this view is too naively optimistic. The large numbers of children born in the 50's and early 60's will, by that time, be well into the prime ages for labour force participation, and with their work experience will offer formidable competition to young people emerging from the education system. In terms of sheer numbers, it is doubtful whether employment will grow enough automatically to provide the required jobs, especially in the Atlantic Provinces and Quebec. Moreover, the jobs that are open to young people will continue in many cases to be characterized by low skill requirements and poor working conditions. The challenges we face today in helping young people to develop productive and satisfying careers will not be solved by time alone.

I have identified what I feel to be one of the most significant challenges facing our country - and many other Western nations, I might add - but before I go on to explore its dimensions and how it might be tackled, I want to say that no single government or agency can take on the task alone. In my own career as a public servant, I have become only too well aware that a monolithic structure is not well adapted to solving so diverse and complex a problem. Complex problems demand complex solutions, solutions that take into account individual needs and aspirations, local opportunities and resources.

There is a role, and a crucial one, for government, whether federal or provincial,

in meeting this challenge. Governments have the resources to support and the authority to provide leadership and structure to the overall endeavour. But institutions such as the colleges and small groups of people working within them are the ones who can identify and act on the needs and opportunities that form the real heart of any such effort.

One often hears wishful remarks to the effect that if only the various levels of government, the colleges, private industry, labour and so on could settle their differences, we could solve our problems very quickly.

My own view is rather different. I believe that tensions among conflicting interests in society can be a powerful creative force. Human and social challenges - unlike such technical ones as the often-cited goal of putting a man on the Moon - are impossible to define in any but the broadest terms. No measure is ever so clear cut that it can be said to "solve" such a problem. The tensions that exist between groups can, if they are not allowed to degerate into mere hostility, become a vital part of working towards the definition and achievement of our social goals.

As an example of this process, I would offer one situation that has occupied a good deal of my time and energy over the past several years. In 1966, the Prime Minister, Lester Pearson, announced the federal government's intention to enter much more directly the field of manpower training. To many provinces, this federal initiative in an area they considered to be part of their educational jurisdiction came as an unwelcome surprise. In Ontario there occurred what Stefan Dupre has called a "Clash of Grand Designs". Both federal and provincial governments had simultaneously developed their visions of a system to train adults for the needs of the labour market. The federal approach, which was embodied in the Adult Occupational Training Act, was essentially the product of an economic philosophy, while Ontario's grand design, which led directly to the Colleges of Applied Arts and Technology, sprang from an educational philosophy. The clash was inevitable.

Here was real tension. Indeed, in the early years of the program there was even a degree of hostility at times. And I think my provincial counterparts would agree when I say that the tensions persist today and show no signs of disappearing. They have, however, become increasingly constructive. The "Federal-Provincial Partnership" which we like to talk about, and which we genuinely believe in, and

of which I am personally very proud, is not always an easy relationship, but it is one in which each side by representing sometimes differing objectives and interests brings to the task a slightly different emphasis. The result, I believe, is more productive than either could achieve alone.

I give you my interpretation of this little bit of recent history because I feel that the challenge of employment in the future can best be approached with an attitude that welcomes creative tension among those working to cope with it. The federal government has its role to play, but so do the provincial governments. Neither bureaucracy, however, is likely to make much headway without the colleges and other institutions. And not even all of these public sector agencies together can resolve the problem without healthy participation by private industry and labour. Yet the kind of cooperation that is needed will inevitably bring with it strong and sometimes divisive tensions. How well we turn these to creative ends will determine the success of our joint efforts.

Let me sketch for you the nature of the situation we find ourselves in and suggest some of its future outcomes.

The baby boom that began soon after World War II and persisted into the sixties is too well known to need much elaboration. The early products of this phenomenon are now entering their thirties, while those born at its peak around 1960 are just entering the labour force - or college. Behind them, the numbers drop rapidly, as the problems of declining enrolment now being experienced in the schools dramatically indicate. Even with the low birth rates of recent years, however, we can anticipate an "echo" of the population bulge as young women come into the prime child-bearing years, but the effects of this are too far in the future to concern me here.

Combined with this great increase in the sheer numbers of young people has been a highly significant increase in the labour force participation rate for persons under 25, from less than 50% during most of the sixties to over 56% in 1975. The rapid growth of the youth labour force has been a major factor leading to an unemployment rate for young workers that by 1975 had climbed to 2 1/2 times that for the 25 and over work force. The rapidly rising participation rates of women, too, have played a part in making the labour market extremely tough for young people.

Canada's economy, despite its weaknesses at times, has done remarkably well in utilizing one of the world's most rapidly growing labour forces, but it has not done well enough to avoid the occurrence of a massive problem of youth unemployment and underemployment.

I don't want to lecture you on the all-too-familiar topics of inflation and unemployment, but I do want to point out a few of the factors that are likely to make Canada's economy in the years ahead qualitatively different from what we have experienced in the past. Many of these changes reflect or will bring about significant social changes.

First, the shift in occupational distribution away from agriculture and other primary industries that was so significant a feature of the earlier years of this century is continuing, but now there is an equally significant shift beyond the secondary industries and into the service sector. For this shift to occur, it has been necessary for industrial productivity to increase and sophisticated technology has played the major role in accomplishing this. Thus, although the share in employment of the primary and secondary industries is declining, some important skill demands and job opportunities are being created.

We are all well aware of another phenomenon, the increasing industrialization of third world countries. The cameras and television sets and computer components that were once the preserve of high-technology firms in the advanced nations are now manufactured in many other parts of the world at prices we can only compete with by using still more exotic technology. And while tariff adjustments may protect some of our industries, such as clothing manufacture, I think we all recognize that we must be prepared to compete directly if we are to prosper.

Another consideration of increasing significance is the cost of energy. Whereas we once thought that one big factor in Canada's favour was her huge supplies of fossil fuel, we are now facing a much bleaker prospect. This will, especially in a country as vast and cold as this one, create serious problems for industry, but it will also offer great opportunities to develop new technologies that are less energy intensive.

There are formidable challenges ahead for the Canadian economy and how we handle them will have a great bearing on how well we do in solving the better known

problems of inflation and unemployment. In particular, it will largely determine how effective are our efforts to aid young people in finding stable and satisfying careers.

Let me look, then, more directly at the challenge we face together in improving the employment prospects for the under-25s who are now so hard hit by unemployment. What kind of labour market do they face? What can we do, and in particular, what can the colleges do, to help them while at the same time helping the economy to adapt to future demands?

First of all, to oversimplify the situation, young people face a dilemma: The jobs that are readily available to them tend to be characterized by low skill requirements, poor working conditions and low pay. It is not surprising, therefore, that young workers tend to change jobs frequently and experience more (but shorter) periods of unemployment than adults. On the other hand, the jobs that could lead into longer term careers generally demand a combination of education or training and experience; youth may be able to acquire the former, but experience is difficult to come by when you can't get that first job.

Popular views to the contrary notwithstanding, our studies show what people who have faith in the young have said all along - they do want work. Often, however, they enter the labour force ill equipped with either the skills that are needed by the economy or the knowledge to find themselves an opening in the labour market. They experiment a good deal, which accounts in part for their frequent job changes, and to a certain extent this is healthy. But frequently, their inadequate preparation leads to frustration in dead-end jobs and disillusionment with the prospects of building a career.

One thing which young people need, therefore, is much better information on the demands and opportunities of the labour market. If they enter the world of work, whether from high school or college, with inadequate or stereotyped ideas about the jobs available to them, they are likely to be ineffective in their search for employment and to have unrealistic expectations regarding initial jobs. The quality of counselling and information that is available is thus of vital concern and I don't think you will regard it as an unwarranted federal intrusion if I remark that we have often been disappointed at the failure of the education system to meet this need, as I am sure that many of you must share this concern.

My department has taken a number of steps to contribute to a solution to this problem. The Careers Canada project is now well along, having produced 16 of a planned 34 booklets each designed to help people explore employment opportunities in a family of occupations. These booklets, which are being made widely available, aim at conveying not only the usual information on the nature of the job and its entry requirements but also at giving some sense of the style of work involved.

The Careers Province series of related leaflets is also making headway, with several hundred planned. These provide more specific information on occupations, such as educational requirements, licensing, future outlook and salaries for a given province.

A new approach to counselling which has particularly exciting prospects is the project we call Choices. This is a computerized occupational information system that we hope eventually to have in each of our Manpower Centres. It allows the individual to explore by interaction through a computer terminal, the consequences of various job criteria. By specifying educational level, interests and aptitudes, acceptable working conditions, salary desired, and so on, the job seeker can discover the range of employment potentially open. Particularly significant, the impact of each of the constraints quickly becomes evident and a young person can discover that, for example, he or she may have to accept a lower initial salary to pursue the kind of career desired.

At the moment, Choices is well advanced in development and its initial results have been encouraging enough to interest a number of provinces, including Ontario. This is one innovation that could be of special interest to you as many of the people we are aiming to help may well become your students.

Information, however, no matter how accurate and well presented is not a sufficient preparation for employment. The transition from school to work is for many students a difficult and abrupt one and many people have talked about the desirability of a more gradual process that would let high school or post-secondary students gain work experience without leaving school. The concept of cooperative education has been put into practice in a few places in Canada, the best known of which is probably Waterloo University, and results have been encouraging enough to suggest that this approach has a much larger potential. Accordingly, we have invited the provinces to submit proposals for cooperative education schemes that

could serve as pilots for wider application. We are willing to provide up to $100,000 in start-up funds for each such project.

Job experience is the key element in another program that we have introduced recently. The Job Experience Training Program - JET - has both winter and summer components designed to provide subsidized employment experience for young people. The summer component is aimed particularly at potential school leavers to help them make informed and realistic career decisions whether to return to school or to enter the labour market permanently. We plan to make available $1.4 million this year to subsidize the salaries of about 2,400 such students.

The winter component is designed to help recent school leavers 15 - 19 years of age who are encountering difficulty in assimilating into the labour market. Again we will subsidize up to 50% of wage costs for a nine-week period, to aid the young worker in getting started in a job. The target is to provide job experience to some 6,000 people between October 1977 and March 1978. These are small beginnings, but with the splendid cooperation of the business sector, we intend to expand this approach as rapidly as we can manage.

We will be spending this year another almost $65 million on Student Summer Employment and Activities. This program includes our Canada Manpower Centres for Students, the Young Canada Works Program and the Summer Job Corps, all efforts to ensure that students have opportunities to acquire the summer jobs that help to finance their education and to give them invaluable experience of the working world.

The fact that I have placed a great deal of emphasis on career education, exploration and experience does not mean that I wish to play down the importance of training and education as a preparation for employment. The magnitude alone of our Canada Manpower Training Program, over half of which is devoted to serving the needs of young adults under 25, should be evidence enough of our commitment to training as a means to improving the employability and earning potential of individuals.

But I want to suggest to you that training and education alone may not be enough. Not only must the content and volume of training be closely related to the opportunities of the labour market, but the young persons taking the training must make their decisions with their eyes open.

The resources for education and training, while generous by the standards of a

decade or two ago, are by no means unlimited - as I am sure I don't need to emphasize to a group of people concerned with colleges.

We must use these resources wisely, in order to ensure that they serve the needs not only of the economy and the society as a whole, but especially of the young people who seek to prepare for careers. I began by saying that education serves many objectives, but for the colleges in particular, employment preparation must surely be one of the most important and honoured of these ends.

Within my own department, we have been deeply concerned with the drain on our resources caused by increasing training costs. Although our expenditures since 1970-71 have risen by 70%, we are today training fewer persons than seven years ago.

We are concerned too about the effectiveness of training. I am not being excessively critical, I think, if I say that both our formal follow-up studies of trainees and our direct observations of the labour market experience of graduates suggests that considerable scope exists for improving the training and for making it more relevant to the needs of our clients and of industry.

You, too, I am sure, are equally concerned with such matters, though your point of view on them may be somewhat different from ours. Our program and the colleges are mutually dependent in a relationship which I hope can continue to be one of "creative tension" which, come to think of it, may also characterize a good marriage.

The challenge to the education and training system of this country, as well as to programs such as our own, is formidable. Not only must we strive together to improve qualitatively the learning experiences which we provide to our young people - and to older workers who must adapt to the changing demands of the labour market - but also we must anticipate the kinds of changes which I spoke of earlier.

One such change is the emergence of new skill requirements to match the industrial and technological developments taking place at an increasing rate. We have tended up to now to rely too heavily on the importation of workers from abroad, and while immigrants and temporary workers will continue to be an important source of labour supply and an even more important source of renewed vigour and blood, we must not

neglect the needs, problems and aspirations of our own citizens. My department has done a great deal in recent years to ensure that qualified Canadians are sought out before workers are brought in from elsewhere, but in many cases we find that such qualified Canadians just don't exist and can't be trained within an acceptable time frame.

To break the cycle of dependence on foreign skills we must together do a better job of identifying in advance the requirements of employers. The occupational forecasting systems we have developed can be of great value in this regard.

Not all of these opportunities, of course, are in the high-technology industries. The increasing importance of the service sector creates many new demands or revives old ones. I recall, for example, that we have supported a number of courses in blacksmithing, the demand for which has been created by the resurgence of the horse as a recreational vehicle.

The challenge we face in helping young people to benefit from the opportunities of the labour market is certainly a tough one but I don't want to leave with you the impression that I am pessimistic about it. Given a mutual dedication to meeting the economic and human challenge head on, the federal and provincial governments, the colleges and other educational institutions, private industry and labour can find ways to work together still more effectively than in the past. The necessary cooperation will not always be easy to achieve, but I have already stated my belief that a certain amount of tension can be a creative force in its own right. In fact, perhaps we have shrunk too much in the past from constructive criticism of our respective governmental and other institutions. But we are waking up in Canada. We are being shocked out of our complacent belief that we are God's chosen people with such wealth that we can buy solutions to all problems. I am personally convinced that out of our present turmoil of economic, social and political problems will come a tougher, more realistic, more productive Canadian. If I am right, then institutions such as ours, working in a partnership of creative tension will be essential instruments of progress.

CURRENT CONFRONTATION OF ORGANIZATIONAL POSITIONS IN POST-SECONDARY EDUCATION: A PRELUDE TO WHAT?

Dr. S. V. Martorana

Professor of Higher Education
and Research Association
Pennsylvania State University
University Park, Pennsylvania

S.V. MARTORANA - CURRENT CONFRONTATION OF ORGANIZATIONAL POSITIONS IN POST-SECONDARY EDUCATION: A PRELUDE TO WHAT?

As a member of the Institute Advisory Committee, I was reluctantly receptive of the idea of the theme for this Eighth Annual convening of the International Institute. I was receptive because the topic "Confrontation or Collegiality" is timely and realistic. I was reluctantly receptive because of the risk involved when I looked at and noticed the discussion about its acceptability early on in planning this year's Institute. The risk involved that any discussion which places "Confrontation" as a direct alternative to "Collegiality" suggests two things, both of them bad. One suggestion is that a decision between these two positions confrontation or collegiality is an essential decision which cannot be avoided, and the second is that the two alternatives when put one against the other are somewhat equal in the advantages and disadvantages that they might bring to post-secondary education generally and to community colleges specifically.

I would like to examine the merits of those possibilities in the course of my paper, but I want to make the point immediately that I do not think the decision is as extreme as it appears in the simple statement "Confrontation or Collegiality". I think there is a choice involved which might involve some compromise. The choice is an important one, and I think one that we as educators need to examine because it is a timely and realistically important topic.

I am reminded of the story that I would like to tell on myself when I was travelling to the State of New Hampshire. At that time, I was Vice Chancellor for the Community Colleges in New York State. I was on my way to Concord and I was going to visit the technical institute there to give a speech and to take part in a workshop. I was travelling through unknown roads and came to a fork in the road. A road sign said Concord 18 miles in this direction and another sign said Concord 18 miles in the other direction. I literally did not know what to do. I stopped the car and pondered a little bit. Then I saw a farmer coming along on a tractor. I called to him and asked "Does it make any difference which way I go to Concord?" and he kept chugging along on his tractor and did not pay much attention to me so I yelled a little louder, "Does it make any difference which way I take to go to Concord?" This time he

called back; he said "Not to me it don't!" I want to come back to that story later on, but "Confrontation or Collegiality" is neither an ideal nor an absolute choice.

The thrust of my presentation accepts the need for all of us in post secondary education and in community college education to face up and discuss the issue expressed in the theme of the conference. However, I think my presentation will make an attempt, as you will see, to suggest that the decision is not necessarily a forced choice in which no compromise between extremes of the two positions indicated is possible. On the contrary, the position taken is that compromise of the extremes is possible -- indeed essential, if the current strengths of post secondary education and community colleges are to be preserved and perhaps made even stronger.

When invited to be on the program, I chose to speak on the theme of the conference from the perspective of organizational confrontation and current confrontations of organizational positions in post secondary education. You will notice that it is a little different than it appears on the program. The program says "Organizing Positions in Post Secondary Education"; and I want to emphasize that I am going to talk about organizational positions in post secondary education. I took the liberty as I prepared by remarks to change and to add to the title a question, so I have titled this presentation, "Current Confrontations of Organizational Positions in Post Secondary Education: A Prelude to What?"

In my view, we need to examine where we are headed and what will come out of the current confrontations or organized positions. It is important, I think, to the purpose and theme of this conference for four reasons. One is that there is clear evidence that the policy positions being taken by a wide range of organized interests in post secondary education, not only institutions like community colleges but others as well, on critically important issues are often opposite and so in confrontation one with another. Another reason is that often the nature of the conflict of positions taken and of most of the large policy questions on which they are being taken are only marginally understood.

Even between and among the antagonist organizations themselves, there is evident need for more analytical examination of the positions taken and why. Third, the possible processes by which differences might be resolved or reconciled, short of adopting out-and-out confrontation practices as well as position, confrontation tactics, adversary strategies and so on, and so force the entry of external political agencies into the decision-making process to serve as external arbitrators, are only peripherally or preliminarily being examined by analysts of post secondary education. Fourth, the full consequences of failure to develop more effective structures and processes for resolving differences of organizational positions, especially the threat to some basic American precepts about the governance of education are either not understood or are being deliberately suppressed from consideration and serious analytical examination. For those four reasons, I would like to go into a greater depth and look at current organizational confrontations. To set a proper setting for that examination, I think a closer look at the current plan for change in post secondary education might be an appropriate start. You at this conference, in your behaviour in your home organizations, can help shape the direction that post secondary education will follow -- confrontation or compromise.

The Current Climate For Change: Post Secondary Education In A New Day

The nature of the current climate for change is well documented in several places. I will not spend a lot of time developing the factors that are calling for change in post secondary education today. The Carnegie Commission volume, More Than Survival, treats the matter thoroughly; if you have not read it, you ought to, because it does a good job of showing why we must change post secondary education in many ways. The social, economic and cultural conditions with which we are coping and must deal are different in today's time than was true a decade or two ago. Lyman Glenny's volume, Presidents Face Reality, a Jossey-Bass publication, is another excellent description of some factors touching on college administration. The identification of the projected steady state in post secondary education is drawing increased attention to analysts like Leslie and

Miller who brought out a little monograph dealing with the envisioned steady state in higher education; it was published by the Association of Higher Education. They concluded from their analysis that those colleges most readily adaptable and willing to change will survive the need to adjust to the steady state conditions which will probably prevail for the rest of this century, while the others will encounter difficulty. Moreover, the more flexible colleges will do this with least institutional disruption. Institutions that are not amenable to change are not flexible, not willing or able to change, will either not survive or will undergo serious institutional disruptions as they will ultimately do what will have to be done to survive.

There are other analyses and statements about the pressure for change. They are all around us today -- in the popular press, the dialogue in educational and public television, and so on. From all of that background discussion about pressures for change, need for flexible ways to do so, refinement of practices to monitor change in post secondary education, and the like, there is one inescapable conclusion: change must come and it will come. Both to speak to the topic and to contribute to improved practices, Kuhns and I wrote a book recently, Managing Academic Change; look at it.

The inevitability of change is not being accepted readily, however, and it will not be handled easily. This is evident in some of the topics that were covered at the workshops in this Institute. Notice, for example, the implications of the title of President Hagemeyer's presentation, "Is Education the one Profession Immune to Change". I did not hear his presentation, but I gather from the title that he was probably suggesting that educators and educational institutions are not really as flexible and as ready to change as the real conditions that surround them today suggest they should.

Portent or Promise of Required Change

The issue before post secondary educational institutions including community colleges, then, is not will there be change, but how will the processes of change evolve. The theme of this conference suggests the extremes of possible

courses of action that might be taken. One is a cooperative, orderly planned approach to change and, hopefully, a consequent new adjustment of the interests involved in post secondary education in Canada and in the United States; the new adjustment would bring the interests into a new state of equilibrium with the economic, cultural and social conditions that are the reality of today and likely to be in the decades ahead. The other approach is an opposite one that is unplanned except in the decision to let it happen that way; such a view permits a more rather haphazard evolution and suggests a competitive procedure to bring about the changes that will have to occur.

Each of these opposing possibilities for accommodating the pressures for change has its advocates, and for both, the advocates claim that their conclusion rests on sound premises, logic, emperical observation, and good judgement, when the nature of the society to be served is known. Take for example the two reports of the special study groups headed by Frank Newman and issued by the Department of Health, Education and Welfare of the United States. There can be no doubt that the impact and the thrusts of the recommendations of both of the Newman reports represent advocacy of unplanned and uncoordinated competitive action to bring about change in post secondary education. And they make a strong case for this. If you are an opponent of the view that confrontation is the way to bring about change, then read the Newman reports, if you have not already done so; they will help you understand the arguments that can be advanced. Although different words are used to express the conclusion, the recommendation advanced quite clearly suggest the confrontation approach to needed new adjustments in post secondary education whenever these are necessary.

On the side of a more systematic approach to the future, there appear a number of other analyses and other recommendations of important commissions. The Carnegie Commission which brought out More Than Survival mentioned earlier is an example. The recommendations indicate planning and cooperation and suggest that kind of look into the future is better than out-and-out competition. The Education Commission of the States in the United States has paid a good deal of attention to this matter in recent years. About a year or so ago the Commission adopted a special report called Coordination or Chaos. It presents

a strong case against competition in post secondary education. It supports the idea that a more collective and cooperative means for solving the problems of post secondary education and for bringing about institutional and organizational change is the better one to follow.

As I have already indicated, advocates of both extreme positions claim their approach to be correct. If it is followed, the future for post secondary education promises to be bright; if it is not, portentous consequences can be expected.

In deciding to add the question to the title of my presentation to make it read "Current Confrontations of Organizational Positions in Post Secondary Education: A Prelude to What?", I had in mind the need to suggest that we are witnessing in post secondary education today in the United States and, I think, in Canada, some phenomena of organizational behaviour which can change quite dramatically the way that policy to govern post secondary education is decided. Depending on the pattern of action which organized interests continue to follow in the very near future, I believe the well-established governmental principle of keeping higher educational policy decisions out of partisan politics may disappear. That is the portentous possibility that shows the true significance of the need, not only to face up to the question of "Confrontation or Collegiality" or to put it another way, competitive strategies, tactics and political power plays as opposed to open communications, planned cooperative action, and collective action expressing mutual support of the different organized interest in post secondary education, but also find a positive answer to the choice it presents.

I think I am somewhat of a political realist; so I want to quickly make some statements to show that I do not plead guilty to being extremely naive as I make these statements. How, some may ask, can an acceptance of a planned orderly structure and process for change realistically be expected, when the nature of governance and operation of any complex social enterprise is understood, particularly one as complex and diversified as post secondary education? Are not the diversity of organizational view points, their senses of purpose, variations of sources of authority, types of support, clientele served, and so on, so ramified as to preclude any real possibility of a general consensus

appearing on any but the broadest of issues? And, furthermore, since politics is the art of resolving differences and conflicts in public policy positions, indeed, the natural expectation, some might say, is that policy decision making with respect to post secondary education will and must become part of partisan politics as is true of other issues in government, generally. Is it not naive, then, to expect that policy decisions in post secondary education can be kept free of partisan politics?

The answer to these questions is that, of course, differences of view in positions will emerge in post secondary education generally and in community colleges as well. The point I wish to emphasize in this presentation, as a focus for your and my and our attention, is <u>not</u> whether or not the political process can and should be used to resolve differences of view on large policy issues; rather it is to have us see that the issue is of a different sort and a twofold nature. The issue we should note carefully and examine closely is, in its first part: Should the political process used to resolve differences in view on policy matters be <u>internal</u> or <u>external</u> to the educational enterprise? A conclusion that it be only internal would say politics, yes, but politics within the enterprise of post secondary education itself, the enterprise being defined as all organized interests engaged actively and having a legitimate interest and purpose in post secondary education. But can all politics outside of that framework be avoided? That is the first part of the really fundamental issue, as I see it. The second part of the issue, if it is concluded as I would propose that some policy decisions are best kept internal to the enterprise and only selected ones made matters of external politics, is: What arrangements are possible to achieve this separation? The full implications of this twofold issue need to be brought out. Discussion will return to it later as I get on through the presentation. At this point, we should make clear that in the arena of external political action partisanship is virtually inevitable. There are relatively few public policy questions that when deliberated by executive or legislative bodies of government are kept free of partisan political considerations. It is almost impossible to name public policy issues that are, in fact, treated in a bi-partisan or non-partisan fashion. So we should note here that to advocate action to move the political process for decision making

from within the educational enterprise itself to the general framework of government is to advocate putting educational policy formation into the arena of partisan politics.

There is a considerable and growing body of evidence to suggest that erosion is occurring to the time-honoured principle of non-governmentally controlled, that is, non-partisan designs, are necessary to the best interests of educational service in a State. All of the United States and the Canadian Provinces support some form of public post secondary education. Overwhelmingly, in the United States and, to my knowledge, in Canada also, the practice is to protect educational decision making from the general arena of government and partisan political action. The mechanism used predominantly to do this is to place educational policy in the hands of specially-authorized institutional and state boards of higher education comprised of lay citizens.

In both countries some recent developments suggesting a weakening of this historical position are emerging. To educators or to at least some educators, I among them, this observation is a disturbing one. Increasingly one finds in the literature of the subject expressions of concern that basic educational policy decisions are being made not by agencies responsible solely for collegiate and university operations, but by chief executives of state, governors, other executive heads, legislatures, and the courts. Lyman Glenny describes one form of this passage of policy direction from educational leaders and statesmen to general governmental or appointed or employed leaders and executives in the state government in a little piece that he calls "The Anonymous Leaders in Higher Education" published by the Association of Governing Boards, an excellent statement on the subject.

To some political scientists, however, the observation of a larger external political involvement of collegiate institutions marks an emerging new era, not only for the post secondary education institutions involved, but for political science as a form of specialized inquiry. Political scientists are finding, "discovering" as Leonard E. Goodall puts it, a new interest in the political nature of collegiate operations and are beginning to make special studies of the political action, both internally and externally, evidenced by post secondary

education organizations and institutions. I must say that I have contributed a little to that literature myself. Blocker, Bender, and I brought out a little book recently which we called the Political Arenas of American Post Secondary Education. My point is that as the institutions become more politically active and more political in their approach to resolution of conflict, the political scientists will begin to take more notice because that is their area of inquiry, their area of specialization. Because of the newly discovered interest in post secondary education on the part of the political scientist and other related social sciences, the sociologists, by the way, are also increasingly looking at our institutions in terms of organizational behaviour.

A growing list of publications about the political and general organizational behaviour of collegiate institutions is developing. As yet, however, relatively little critical analysis is available about the stands taken by different post secondary educational organizations with respect to certain critical policy issues they face in the United States and Canada and about the way that these interests engage in political action to advance their views. As the list of large issues on which opposing organizational stands are taken grows, however, and as political action to advance them is brought more and more into open study examination and discussion, the literature can be expected to expand. It is not the purpose of my paper to review the literature that is available, limited as it is. Some works that may be of interest to you, I will just mention in passing. There is an excellent book of readings by Leonard Goodall called State Politics in Higher Education, and John Millett's book, Politics and Higher Education, is another.

Organizational Conflict: Some Examples of Confrontation

Some attention should be given in this discussion to a few of the more politically charged policy issues that are dividing the different institutionally organized interests engaged in post secondary education. About a dozen can be identified quickly but not developed at great length. As I do this, you should in your own minds ask yourself a few questions: One is: How do I stand. myself, on the issue as a professional educator or one interested in post secondary education generally, and in community college education specifically? As we

stand as individual professionals we exert an influence in the organizational structures of which we are part. The second question you should ask yourself is: What are the organizational structures I know that have taken a stand on this issue and how are they lining up one or the other? I am going to give you a few illustrations of such positions on each of the issues, but there are many more, and I would like for you in your own mind to extend the list of illustrations possible! The last question is: What should be the behaviour expressed by you as a professional educator, and those organized interests of which you are aware in confrontation or collegiality, or to put it another way, should there be collective action or competition in resolving the issue?

The first controversial policy question that I would mention is the big issue of "low" versus "high" tuition. This is one that has attracted a good deal of attention in the literature at least in the United States and is causing organizations to take official stands and to pursue action within and outside of the education enterprise to have their positions on the stand supported. The Carnegie Commission has come out with a recommendation that tuition be raised in public institutions to reach one-third of the educational costs. The Committee on Economic Development, another organized powerful group, politically speaking, says that tuition should go to one-half of instructional costs. The American Association of Community and Junior Colleges and the Association of State Colleges and Universities have taken organized official positions jointly advocating minimal tuition in public institutions. In direct confrontation with that position, the Association of American Colleges and the National Association of Independent Colleges and Universities, have gone on record as recommending that the public colleges charge tuition progressively, comparable to the tuition charged in private institutions and a system of scholarships and financial aid be provided for those students who need it. Clear-cut illustrations of organizational confrontation on the issue of "low" versus "high" tuition are easy to find.

A second big issue is the degree of autonomy and separate identity with freedom of control community colleges should have as a form of post secondary education from the public school elementary and secondary education structure, on the one hand, and the higher education, university structure, on the other. For a long

time this has been a hotly-contested issue. Should the community colleges be tied to either the public schools or the university structure? It is a red-hot issue right now in New York State because the State University of New York, it is no secret, has long wanted to take over the community colleges in New York State lock, stock, and barrel and make them integral units of the State University of New York. It is a politically-charged issue. It is a live one also in Kentucky, Hawaii, Alaska, and a number of other places. The Association of Community and Junior Colleges, as you would expect, argues for independence for the community colleges as an independent identity detached from both the elementary and secondary education and university structures. The National Association of State University and Lang Grant Colleges in its political actions subscribes to the idea that community colleges, like extension centers and branch campuses, should be brought under one network.

I am reminded of a little incident that happened to me before some of you were born (this was in 1948) when Lloyd Elias, then State Director for Community Colleges in the State of Washington, then called junior colleges, was complaining about the fact that the educational policies controlling the junior colleges in Washington were being influenced unduly by the major universities and state colleges in the state. Lloyd pounded the table and said "Sooner or later we must tell the people in the state college and the universities and convince the legislature too, that the junior colleges in Washington are something more than a carbuncle on the back of the neck of the four-year institutions." Well, he put it rather dramatically, but the issue is still not resolved. In some places the two-year colleges are still looked at as something like a carbuncle on the back of the necks of four-year colleges and universities.

The third issue is a very critical one -- public aid to private institutions. It is now being rustled with at both state and federal levels in the United States; I think this is less so in Canadian post secondary education. The issue has divided post secondary educational organizations and institutions in the United States for many years. Efforts to provide public money for private colleges have raised questions of constitutionality in Maryland, New York, Pennsylvania and several others. Here again, the organizations that take sides are rather easily identified. The institutions and organizations that

represent private and church-related institutions are clearly in support of public aid in a variety of forms for private institutions, while public institutions and organizations which represent public institutions are opposed. Taxpayers organizations, organizations concerned about separation of church and state, and others take sides on this kind of issue, the side taken depending on their special point of view. Interestingly enough, the Chronicle for Higher Education, May 31 issue, came out with this headline which very subtly shows that private colleges are viewed as competitive to public colleges and, of course, shows the implications of the question of public aid to private institutions to post secondary educational policy. The headline in one of the articles of the May 31 Chronical reads "Private Universities Found Maintaining Their Competitive Position". Must private education necessarily be viewed as competitive to public institutions? Why is that notion even subtly encouraged in the choice of words in a headline that talks about financing? In the Association of Governing Boards News Notes for January 1977 there appeared this interesting little notice "The New York Private College Trustees Organized to Lobby". Here is a declaration with strong implications for this conference. The private colleges in New York State now have a lobby mechanism to deal directly with the legislature, not with the internal dealing with the New York State higher educational enterprise, but directly with the legislature and, presumably, to get funds for private institutions. Competition for students, tightening up of state budgets, and more contested appropriations for post secondary education likely will make this particular issue a hotter one as the years go by.

A fourth issue, the offering of associate degree programs by state colleges and universities, is another "bone of contention" in the field. In state planning, it was thought for years that the community colleges could concentrate on the associate degree level (technical semi-professional programs of less than four academic years duration) and the four-year colleges could concentrate on baccalaureate, professional programs requiring four academic years or more preparation. That has been a planning principle in many states. It is a principle, however, which is being challenged in many states now and, moreover, the suggested "division of labour" is becoming a political issue. In Pennsylvania there is a legislative proposal emerging right now suggesting that the four-year

colleges be permitted to grant two-year associate degree programs, and this again is an issue which is likely to get hotter as the years go by. It is evident not only in New York and in Pennsylvania right now, but also in Oklahoma, Minnesota, and a number of other states.

A fifth issue is the offering of upper-division collegiate courses by community colleges and technical institutes. Now, this is the other side of the "division of labour" suggested above that the associate degree level be a function made a sole assignment of the two-year colleges, that is, the community colleges. If this is rejected by a policy that permits the four-year colleges to offer associate degree programs, why should not community colleges be permitted to offer upper-level programs collegiate and become baccalaureate, degree-granting institutions? It is a very serious educational policy issue; the question, of course, is: How is it going to be resolved? The question apparently needs to be examined recurrently in the states and, indeed, in the decision halls of both the two-year and four-year colleges.

A sixth issue is that of program authority and particularly programs in adult education. In connection with a study that I am making now of regionalism in post secondary education, funded by the Ford Foundation, it has been my privilege in the last two months to travel to eight states to interview people in governmental positions, as well as some in educational leadership positions, to assess interest in regional configurations of post secondary resources. One of the questions we asked in the interviews sought to identify the areas of overlap, concern, or potential confrontation between and among the various sectors of post secondary education of the state. In every one of the states visited, adult education is such an area. It appears to be an area in which all components of post secondary education want a role to play, but which components should be involved in providing services to the adult learner, and how, is not yet clear. New York, Pennsylvania, Ohio, Illinois, Minnesota, California, Utah, Louisiana -- every one of the states visited brings out evidence to support the generalization, and it should be noted the new federal legislation in the United States dealing with federal aid to support life-long learning is exacerbating the question.

A seventh policy question is related: It is program authority in vocational

education. I must confess that I am not as well informed on this particular issue as it operates in Canada as compared with the United States, but in many states the so-called "area" vocational-technical schools (high-school level institutions created to serve rather large sections of state and serving a number of other smaller high schools) are getting into post secondary educational programs. Indeed, in some states the area vocational schools are authorized to grant the associate degree, as is true, for example, in Wisconsin and in Pennsylvania. So rises the question of program authority in vocational education. The Board of Regents of the State of Oklahoma went to court this year, challenging the State Board of Vocational Education, which has jurisdiction over the vocational schools in Oklahoma, when the area vocational schools in Oklahoma moved into the post secondary educational level. This was a straight out-and-out case of jurisdictional dispute and the sides taken on it are obvious.

An eighth issue concerns authority to review programs, to approve programs, and to coordinate the offering of academic programs. In every state, and I understand here in Ontario and other Canadian provinces, there is a mechanism for reviewing and acquiring approval of academic programs before a college can offer them. The issue obviously can become political: Who should have the decision on academic programs? This question is very clear in the fact that the Board of Trustees of the State University of New York brought its challenge to the authority of the New York State Board of Regents before the courts where it is now being decided. The issue was joined when the Regents acted to disaccredit, or not register in the language they use in New York State, several doctoral programs offered by the State University of New York in a number of its university centres. Program review occurs, of course, not only at the doctoral level but at all levels of post secondary education.

A ninth issue arises around the differing patterns of fiscal support for community colleges as opposed to those often found which support other post secondary educational institutions. In many states the community colleges are supported fiscally on a statutorily-stated formula approach, so that the legislature is mandated to provide support commensurate with the enrollment of students in the institutions; in contrast, in almost all of those states today state colleges and universities are not funded in a comparable fashion.

Typically, these institutions are funded on the basis of overall budget requests made and presented to budget reviewing authorities at state executive and legislative levels. In some states, various interests are questioning the inequity (as they see it) of the fiscal support approach as it applies to the community colleges and as it is applied to the four-year colleges and universities. In some work done in North Dakota recently, I noted a sore spot, a raw feeling between the University of North Dakota and the North Dakota State University, on the one hand, and the several community colleges in North Dakota, on the other hand, because of their inequities perceived by the university representatives in the mechanisms for getting fiscal support from the state. Again, the issue is widespread.

The next issue to note relates to faculty and student roles in governance and their rights in the collective bargaining process. Discussions at other sessions of this Institute deal with collective bargaining and its place in governance of post secondary education. Here is another policy issue that is surfacing throughout the field and pitting interest against interest: faculty, management or administration, and students against each other in various combination. Documentation of this issue is available in a number of places. Look for example at a current legislative proposal in the state of California which would make it illegal for the California Junior College Association (a voluntary professional association) to take an advocacy position on anything dealing with community college affairs before the legislature. The California Teachers Association and the Community Junior College Association are reported to have differing positions on collective bargaining. The proposed bill in the legislature has the implication that a voluntary association which takes an advocacy position before any decision makers in the state government is infringing on the functions of a collective bargaining agency. Another recent news item from Washington is interesting to note. The January 1977 Association of Governing Boards News Notes reports that students tend to see collective bargaining as a threat to student interest by generating tuition increases and in the form of a reduced role in governance coming to students. The nation-wide study cited comes to the clear conclusion that, if organized student interests are asked their view on collective bargaining, they come to a different organizational position from that which faculty members tend to reach. The possible conflict

will be interesting to observe.

Recognition of the role of proprietory schools in post secondary education is the eleventh issue. Actually, it is not a new one, having come before the courts when Marjorie Webster College challenged the Middle States Association several years ago. Recent federal legislation in the United States provides a clear mandate to make the proprietory schools (colleges that operate for profit) eligible to participate in certain programs of financial aid. The non-profit making institutions, public as well as private independent, typically line up against that view and so the debate then goes on. Observing the debate, external bodies of ten accuse educational interests of being partisan in their positions of responsibility. An illustration is the recent contention of the New York State Consumer Protection Board that the New York State Board of Regents is operating favourably, that is, giving a favoured position to proprietory schools in the policy decisions that the Regents is rendering. Judging by what has happened in similar situations in post secondary education, the way the issue is handled in New York will affect developments elsewhere.

A twelfth, and final, controversial question to bring out centers on concerns about segment autonomy in the face of trends toward state-wide centralization and coordination. There is no need here to document the divisive nature of this issue. Institutions cherish institutional autonomy and they argue for action that preserves that value. Segments of post secondary education, like community colleges or four-year colleges often organized on a state-wide basis, wish to have identity and autonomy for the segment they represent. Overall, however, there are increasing pressures to create state-level coordinating and planning mechanisms, and that causes tension and differences of view points. Again, differences of organizational positions result. Organizations such as the State Higher Education Executive Officers Association and the State Post Secondary Education Planning Commission Association are seen in confrontation with others like the Association of State Colleges and Universities and the Association of Governing Boards.

Conflict Resolution Trends Toward External Authorities

An important general observation is possible from a review of such large issues

in post secondary education, the conflicting stands on them taken by organized interests in post secondary education, and the practices followed in recent years in promoting these interests. The generalization is that, increasingly, the action taken is to seek support for a particular position on a given issue outside of the framework for decision of the educational enterprise, itself. Increasingly, it seems, all organized interests (colleges, teachers, faculties, special interest groups and so on) are seeking direct access to legislators, to executive officials of government, or the courts, rather than seeking a resolution of their differences with other organized interests within the enterprise, and resorting on some arbitrating mechanism within the governance structure of post secondary educational enterprise, itself.

Some explanations for this trend may at first appear to be reasonable, but, I think, can bear more examination. One explanation is that in some states, the existing structure or structures for post secondary education government do not provide a complete forum for airing different points of view on a basic policy issue, much less for a considered treatment and resolution of the confrontation represented. This may well be true of the formal governance structures in many states and provinces; indeed, unless one were to be an advocate of centralized decision-making, which I am not, he would have to argue for a formal structure officially mandated to decide instances of differences among post secondary educational organized interest. Most higher education professionals would oppose such a view.

But, what of the voluntary approaches, or of structures officially recognized to serve as forums, communication links, and so on, to help resolve differences in organizational viewpoints, but not mandated to make the decisions themselves. Such structures, I think, are just beginning to show up. One example is the brokering mechanisms which are emerging in a number of places in the United States. Such evidence and, I think, the preliminary evidence from the regionalism study mentioned earlier is beginning to lead to this conclusion: increasingly there are approaches, mechanisms being created, regional arrangements, which are being given official recognition by agencies with authority to do so, such as a legislature or a state board of higher education, to act as the linkage, the convening body, the discussion forum to help

different post secondary educational interests in a given area arrive at decisions, but not to make the decision. And that is an important difference.

Another explanation of the current trend could be that not all issues by their nature can be resolved internally, and therefore some resort has to be made to the external political action route. To this explanation the counter-question would be: what are the mechanisms in use for deciding which issues are resolved internally and which ones are best permitted to go through the external political route? Must all issues go external? I do not think so. If not, should not the interests and the organizations in post secondary education be working at ways to decide which ones go one way and which ones are treated another? Let me suggest just one illustration of what I think is an issue (one of those already mentioned above) that could easily be resolved within the post secondary educational structure, itself. (And, I think, should have been so resolved.) The issue is the role of faculty and students in the governance of institutions. Why it should be necessary for spokesmen for an effective faculty role or spokesmen for an effective student role in the governance of institutions to go beyond the post secondary education enterprise to get support for their view, is a matter that is difficult to understand except that the decision was made to use confrontation tactics rather than more persuasive, discoursive tactics.

A Look at Future Possibilities

With issues like these in mind and noting how institutional or other organizational positions taken can clash, persons interested in shaping the future form of post secondary educational governance need to ask: Where are we headed? Should we opt to continue the apparent current trend toward more intense competition and, if so, what are the likely consequences? If we choose to strengthen structures and procedures for handling a confrontation of organization positions within the educational enterprise, how can more effective ways to do so be developed, made acceptable to all interested parties, and made operational?

The answer to the question of possible consequences of continued confrontation

strategies and tactics is important. I think a continued approach of organizational confrontation and competition will lead inevitably to educational policy formation becoming partisan political action. And I think that would be detrimental to good post secondary educational policy action. It would be a loss of a classical principle to which we adhere, or have at least historically, adhered, as educators, both in Canada and the United States.

The answer to the set of questions posed, if the course taken is to strengthen the post secondary education enterprise's capacity to resolve most organizational confrontations within its internal structure, and to establish a collective position for presentation of stands on issues that must necessarily be taken to the external political arena, is a stronger understanding of and commitment to the value of keeping post secondary educational policy free of partisan political action. Given such belief, ways and means can be examined, tested, and adopted to make post secondary educational organizations more capable of establishing consensus rather than confrontation in their views. The means may be voluntary, as expressed by some consortia developments, or officially recognized as shown in some regionalism plans.

On a positive way of ending this presentation, note should be made that there seems to be a growing awareness of the "crossroads" condition of post secondary education concerning the political nature of its policy direction. And, in the discussion of that "crossroads" condition, voices are coming forward to sound some notes of consensus in support of the promises of, as well as the need for, open discussion of issues and collective determination of positions best taken by post secondary education on basic policy issues. Bender's monograph on the impact of federal regulations, published by the American Association for Higher Education and the recommendations at its close are illustrations. Another is the position of the Association of Governing Boards, bringing out the results and related recommendations of an impressive study which shows that trustees, administrators, faculty and students in colleges and universities are not terribly far apart in their views of the goals of higher education. The wisdom of the position in favor of collective, collaborative policy action is very well presented by Edmund J. Gleazer, Jr. Speaking from the perspective of community colleges

and indicating the need for collective action, Gleazer said:

> "...Those who are committed to the imperative and essential values of education in a democratic society must make clear that commitment. Doctors openly favour health. Businessmen promote free enterprise. We are advocates of education and seek a joining of hands with others of that persuasion. I see this as a professional responsibility but, there is a good deal of difference between advocacy of education on a broad front, and advocacy of our institutions alone. We need new and stronger coalitions of those who believe. Those of you who unite us are a good deal stronger than the turf problems that divide us."

It may not matter to others, that is the political scientists, the sociologists, the economists, and so on, what road is taken by post secondary education to its desired destination in policy determination, but it should matter to educators in post secondary education, and, since we are the educators in that field, I think it should matter to us.

COMMUNITY COLLEGE TEACHING--PUTTING THE PIECES TOGETHER

By

Dr. John Roueche
Director of College Education
University of Texas
Austin, Texas

If someone asks you, "Do you think people who come out of business and industry are as well qualified for teaching in community colleges as other individuals who have been prepared in the academic process for the assignment of teaching"? My response to the question, is that, historically, those of us who teach have been ill-prepared, if prepared at all, for the very difficult assignment of teaching a college and especially teaching at the community college level. What I'd like to discuss with you this evening are the "pieces" of teaching that I think are crucial to high-quality instructional programs, and the kinds of skills that all of us must have if we are to succeed and be successful with the unbelievable diverse student population we now serve in community colleges.

The first "piece" of teaching that I would identify and discuss just for a moment with you, is what I call the 'What', of teaching. The

---

Presentation at the Eighth Annual International Institute of the Community College, June 13, 1977, Sarnia, Ontario. Keynote Speech.

'what' of teaching is curriculum. That is; "what" do you want the students to learn in any class or any course, or in any program. What are you going to be teaching. Most teachers, in my experience, assume content. They assume the value of the text book and they do very little thinking about what it is that students might need to know in a given course to be successful, either in their present situation, or in the program down the road.

Richard Drumheller, the psychologist, has conducted most of the research on learning and all of the research that I have seen on forgetting. I would like to summerize Drumheller's latest study which was published in the May issue of the "Journal of Research and Development in Education". Very quickly, what Drumheller has found with the following populations--kindergarten children, elementary children, junior high schoolers, high schoolers, technical school--students in technical schools, medical students; is that all of the content that students learn to high degrees of mastery on the final examination day, 85 percent of that body of knowledge is gone forever within four weeks of the final examination--even with medical students. You think about medical undergraduate education being targeted toward application for those in medical school. Drumheller found an 85 percent loss of content within four weeks after the end of final examination, unless, and underline unless, the content or the curriculum has high utility and/or perceived high value to the learner. Do you understand what I'm saying? Unless the content is of value or utility to the student, you're probably just as well off not to teach it.

So where do you start designing a program for an individual course? There are only two bases. One base is; what can I teach this student that will be useful to him today, this week, and in this program. If you can't build on utility, then you had better start with value base of the student,

irrespective of what values you want to develop in that student down the road. You've got to start where your learner might be.

Let me illustrate a couple of examples. I was at a college in California, three weeks ago. Some friends of mine, Stuart and Rita Johnson, had been out a year or two ago and conducted a workshop on developing individualized learning packages. Many faculty members developed modules and learning packages as a result of the workshop. One teacher proudly showed me her package and said, "I want you to look at my learning package. I've really been working on it and I've revised it twice and I'd really like some feed-back from you." I said, "fine," and so I looked at her learning package and technically it was quite good. Her objectives were stated in measurable terms; she had pre- and post- assessment built into her unit. She had a variety of learning activities; all of the really great things in the design of individualized construction. Right? O.K. Guess what content was designed into her unit? The content was: "the parts of speech". She was teaching developmental English "parts of speech". Now, you see, no one here said, "Ah" or "how bad" because we all think we need to know the parts of speech. Right? I mean, we all use them, don't we? We can differentiate between participles and gerunds and split infinitives and so forth. Right? I said to her, "Why"? "Why do you teach this material to your students"? "Why do you teach parts of speech to your students"? She said, "I'm not with you." I said, "Why are you asking them to learn this." She said, "Well, it's obvious Dr. Roueche, I want my students to learn to write." I said, "You want them to learn to write." She said, "That's right." I said, "Do you think you need to know the parts of speech to write"? She said, "Crucial." I said, "What you have just described for me, the content of this unit, is at the lowest

possible level of the cognitive domain. You're asking students to memorize rules of grammar and you are asking them to be able to identify parts of speech. Yet what I hear you saying you really care about in this course is asking them to write, which is at the highest level of the cognitive domain. And between what you are teaching them, and where you want them to go, are four other levels of developmental learning. Now, how do you plan to get them there"? She said, "I never thought about that." She said, "Why do we do this. Why do we teach it that way"? Well, we've always done it that way. Right? It's why children, after 12 years of schooling and 12 years of exposure to the English language, can't read and write when they get to college. They've had 12 years of instruction, learning the parts of speech, and nobody has ever invited them to, or shown them how to, write; to express themselves; to think critically. Writing is thinking. That's an example of the utility of the content. The student can't use it if he can't see the application. Without utility you might as well forget it, just like many of us forgot the parts of speech.

I was at another college where the math faculty were frustrated because students didn't like math and forty percent of all the students taking the math courses were earning 'F's' and 'incompletes' there. They were worried because the Dean had said to them religiously, "You've got to get serious about teaching." They were doing everything they knew to do. The students weren't responding. They didn't seem to be motivated and most of all they disliked math intensely.

I spent an afternoon with a math class at this college. That math faculty spent the first eight weeks of the course, teaching students quadratics. I say again, "you don't think there is anything wrong with that, we all learned quadratic equations, didn't we"? How to find the

value of unknown quantities etc. and I use them every day. Don't you? The truth is that I've never used it in my life. Have you? Unless you teach math, probably not. Now, I said, "How many of your students are in curriculum areas where quadratic equations are required for job performance? And they looked at one another like "golly, what does that have to do with anything." Finally they said, "Some of our students go into calculus when they leave quadratics." I said, "How many is that"? Well, about 15 percent. And I said, "do you have any other students who need quadratics? They said, "Well, all of those in hydraulics." About 5 percent. I said, "What about the eighty percent who have to take your math course to get math skills they need in their career areas? Where do they get the math skills then? The math instructors had never talked to the career instructors in that college to find out what the math applications might be in those career-related subjects that the math instructors might teach, so the student could see the utility and the value of mathematics. It was no wonder that 40 percent of the students were dropping out because you have to be fantastic, friends, to ask people to learn something for which there is no practical application. You've got to be a genius to get somebody to learn something when you, the teacher, can think of no utility for it.

If you are going to win with community college students, you've got to build content either on high utility or value to the learner. I've given you two examples of utility, let me give you one of value.

Some of you operate developmental programs. I know St. Clair College has an experimental program called, "Twin Valley," that I've reviewed over the past several years. In most prison programs the motivation of the learner is in doubt. For example, in the States we have a

very innovative concept called, "Work Release". The idea is that if a prisoner is really concerned about his growth and development, we release him from breaking rock in the afternoon to go to school. Which means, he's fantastically motivated to learn, right? No! He's fantastically motivated to get out of busting rock. And so the teacher has a problem with these highly motivated students.

I have seen very few programs worth the time and effort that go into them, but two years ago I was invited by the Federal Government to look at a reading program in a little Southern Community College. As I got off the plane that evening a lady met me and explained that she was a retired elementary school teacher. She then said, "Dr. Roueche, I don't know anything about reading." "Well, that's no sin, I mean, that's fine. What program do you direct then, Ma'm?" She said, "The reading program." Well that is a sin I thought. And she said, "I've never had any experience, I don't even know what syntax is. But, she said, "I want to tell you something," I said, "What"? She said, "All my boys are reading." Jesus Christ, I couldn't wait to get to her college because I had never seen that phenomena--ever!!

So, all the way to the college I asked her some questions. I said, "Tell me, do you have work release." She said, "no, sir, my boys work on the chain gang all day long and then they come to school at night." I didn't believe that at all. And I said, "Do they have other opportunities at night, I mean do they have other activities besides reading"? She said, "You bet they do. We've got intermural sports; we've got ping pong; we've got TV." And I said, "and they're reading"? She said, "Yes, sir." Two hundred prisoners in a prison on a carpeted floor. All of them were reading one book! They all had pocket dictionaries and they were looking

up about every second word. That woman had selected a book for them to read that they could not put down. And, not only did they read it; they re-read it and then re-read it again.

The average student in that class was reading on a fourth or fifth grade reading level. Ninety percent had never completed high-school. Most of them hated school. And she knew nothing about reading! She said, "I knew, if I could select a book of interest and value to my students, they would discover that reading had meaning in their lives. And the reading skills would take care of themselves." That's true, by the way. That's true. You learn to read by reading. And you develop reading skills by reading. Question! Guess what book she had selected for all those prisoners to read? The book was Soul on Ice. The author is Eldridge Cleaver. The setting in which Soul on Ice was written was Soledad Prison in California. Eldridge Cleaver, the author, was a black man writing about why blacks go to jail in America and why whites don't; why poor people go to jail and rich people don't. Mostly the book is about the feelings and emotions and hostilities and angers and sadnesses and the feelings of hopelessness of a man in jail. And for the first time in their lives, they discovered that all the feelings that were part of who they were had been written about and expressed and felt before. And they couldn't put the book down. They read other books by James Baldwin and Leroi Jones. And they read the autobiographies of Willi Mays and Hank Aron and other athletes and soon, her students in the second year of that program were reading Victor Hugo's Les Miserables. Question--do you think for all the money in the Federal Treasury that this teacher could have started her students with a reading of Les Miserables? No way. None whatsoever.

That's precisely my point: If you want students to learn, if you want them to value their own learning, you really must start with content and content decisions that make sense either in terms of their choice of career curriculum or finding out what their value bases might be. We can't assume that all students are at the same point of development or that they are all ready to learn our content.

The 'what' of instruction is much broader than content. One of the most powerful outcomes of any learning experience is how the learner feels about the experience. In fact, how you feel about something; how you feel about an experience; how you feel about an individual; how you feel about a course or a program; is more indicative and predictive of your behavior and the future than any content you will ever learn. How many of you, by the way, have some 'A's' on college transcripts, indicating high achievement I hope, when what you really learned was to stay away from that teacher or that course or that department for the rest of your life. Anybody? I see several honest people in the room. If a student feels bad about the experience, they avoid it forever.

The 'how' of instruction; the 'how' of teaching; has to do with instruction. Instruction is a delivery system. That's all it is. Instruction is: how did you accomplish the outcomes, or the learning, or the content, or the curriculum that you believe or that you and your students believe and your colleagues believe should be accomplished in that setting. Now, I'm not going to spend much time discussing all of the variables involved in good teaching or in the design of good instruction. I do want to say that it's very hard to ever evaluate teaching unless you know what it is you are trying to accomplish. We have had so much talk about innovation the last 10 years, especially innovation in teaching, that many people

got caught up with the form of improved teaching and may have lost sight of the function. Let me illustrate.

I mentioned this to the SATO group this morning. I hope you won't mind my repeating this one story. I was at a college recently where the Dean of Instruction very proudly showed me locked file cabinets in his office and said, "do you know what's in these locked file cabinets here Dr. Roueche"? I said, "I haven't the faintest (I thought he had spirits or something in there--gold from Mexico--or something like that). He said, "We have here all the objectives for all the courses at our college. Yes sir, they're all there, every one of them. We've got every objective for every course and for every unit. I know exactly what's going on in all my courses here. We've written them. Everybody had to write them. I've written them." And I said, "Let me ask you a question." I said, "What do you do with the objectives after you've written them"? He said, "What do you mean?" I said, "Does anybody look at them; do teachers look at the objectives to determine if they are appropriate for the students in courses? Do department chairmen; do division chairmen review with teachers course objectives to see, indeed, if they are getting at the skills that students need to develop in those courses? Do advisory committees in your career areas look at those objectives and provide feedback for the instructor? Does anybody do a task analysis in the field to determine if the objectives even get at job performance"? He said, "Golly, I've never thought about that."

You see, writing objectives is a good thing. Right? The literature is filled with the notion that if you just write objectives things will be better. Well, I want to tell you that if you asked me tonight if it would be worthwhile for our teachers to write objectives to increase

student retention and achievement for next year, I would say, if that's all you're going to do, the answer is 'no'. Playing around with the single variable of "objective writing" will not result in more students staying in school longer and/or having higher achievement. Why? Because writing objectives is only the first basic step in the design of high-quality instruction. Are the objectives worthwhile? Are they relevant? Are they useful to the student? And then, how am I going to organize classes and learning activities to accomplish the stated objectives?

Let me give you another problem that we are seeing a lot today in our work with college teachers. As a result of all of the workshops on instructional development in the last 10 years, three of which have been held at this institute, we've really focused on the writing of objectives. What I find today is that college teachers have developed a lot of skill and ability in writing high-level cognitive objectives--objectives at the synthesis and evaluation levels in the cognitive domain. For example, a history objective might be: "the student will be able to discern bias in editorial reporting." That's a high-level objective. And then the test items the teachers develop are the same mundane "recall and memory " level test items they wrote ten years ago. You see what I'm saying? What we've done is written high-quality, high-level cognitive objectives and we're still testing with the kinds of items that say--"name the;" "underline the;" "circle the;" "from the following list"; and so forth. What does that mean? It really means that you know nothing about the quality of the outcomes of that course. You don't know that the students aren't accomplishing those objectives. But certainly from the evaluation proceedure, you had no confidence at all that any of the learning has been accomplished. And that's what I was saying to the Dean, "Does anybody in your college

look at the objectives in those file cabinets all locked up with chains, to see if the test items used by teachers get at the skills those objectives call for." "No," he said, "we haven't done that." Those are just a couple of the parts of teaching that are crucial and all you have to do is make one bad decision in the design of instruction and you can kill off at least 30 percent of your learners every time.

Consider the following: the average community college student in the United States today--somebody was telling me just a moment ago that it was true in Canada as well--reads on the ninth grade level. I'm not talking about a developmental education student and I'm not talking about a BJRT student; I'm talking about an average student in a post-secondary curriculum. A ninth grade reading level! But the average is nowhere as significant as the 'range' of reading abilities found in any teacher's classroom. And in a study that Oscar Mink and I have just finished, we found nine grade levels of reading ability alone represented in any college credit classroom. Nine grade levels. Think of that! What mode of instruction; what teaching techniques are you going to use just to accommodate the diversity of reading skills alone in your classroom?

Well, I was at a college two weeks ago where in a readability test on the automotive program there--(the reason we selected the automotive program was obvious--everybody knows, Bob Scaddon, that you don't have to read and write very well to be a mechanic. Right? We all know that. If students don't do well in the high-quality academic programs, we just run them over into the career programs where you don't have to be very bright. Right?)--Do you know that at Williamsport Community College, in Williamsport, Pennsylvannia, using the Frye "readability" scale, we found not one textbook; not one specification manual; not one learning package in the whole

automotive program, written below the tenth grade reading level, and that those materials on ignition systems; on electrical systems; on suspension systems; were all written on a thirteenth grade level, and that the average student in the automotive program read on the seventh grade reading level. Are you surprised that 35 percent of the students in that program flunked out or withdrew during the first semester? You see what I'm saying? Now, no one in the program, not the reading teacher knew the discrepancy between the material selected and required of students and where the students were in their ability to read and understand that material. Just that one decision--the decision of selecting materials on a reading level your students don't have will kill a third of them. It has nothing to do with student motivation, attitudes, and the like. Those are instructional decisions that teachers make all the time unaware or oblivious to the real learning needs of our students. That's all I want to say about instructional decisions. We need to be thoughtful, to make sure that students have the requisite skills to understand and succeed, based on the methodologies that we're employing. One reason by the way, that media-based instruction makes so much sense in community colleges: is that media-based instruction has two big advantages. I'll give them to you very quickly. One is: it allows a teacher in a content area to teach content to students without verbal ability. That is, it is possible to get across a concept from the printed page. The most important reason for the use of media-based instruction is that it's through visuals, through pictures, that you develop good verbal skills. You learn to read and develop the vocabulary skills; definition skills by associating knowns with images. For example if I say 'microphone', all of you can identify the microphone in here. Right? If I say 'podium',

you might all have an image of podium or table. But, if I say 'obloquoy', to you, how many images, what images come into your mind? Oh, I know most of you have those, and if your not sure about it, I'll tell you after the speech what 'obloquoy' means.

My point is simple: You might pronounce the word, but you can't understand the meaning of the word unless there's an image or a picture in your head. That's what abstract ability is all about. So, be thoughtful in the design of instruction.

My third "piece" of college teaching (the first is the 'what', the second is the 'how') is what I call the 'environment' or 'context' in which teaching occurs. Teachers determine, and teachers always determine, the learning environment of any classroom. Teacher behavior impacts in dramatic ways student motivation; student attitude, development, and the like. And what I want to share with you, very, very quickly, are just a series of things that teachers can do to evoke more positive student response to the learning situation.

The first thing is for the teacher to commit himself to learn the names of all his students the first day of any class. Learn the names of all your students the first day of a class. Now, a few months ago, I was speaking at a college in Chicago, and I made this suggestion to a group of teachers. One teacher said "I can't do that, I've got 200 students. I teach 'World Civilisation', I can't do that, I've got 200 students in one lecture hall. There's no way you can learn the names of 200 students in one...you know....." I said, "Would you like to"? She said, "You don't understand what I'm saying; I'm saying that I've got 200 students and there's just no way you can learn the names of 200 students..." I said, "Would you like to know their names"? She said, "But you couldn't,

I mean, there's no way possible you could learn the names of all those students, so forth and so forth." I said, "Would you like to know their names"?

The truth is that all of us in this room; and I have no idea how many of us there are tonight, 150 or better probably, we could all know each other's name within two hours if we decide to. I say that, because I have done it. I did it last month in Georgia, with 200 automotive instructors, none of whom knew each other at the beginning of the workshop. And, in two hours everybody could introduce everybody else in the room and tell something about them.

You really can learn the names of students by having name tags, by having students stand up and introduce themselves, by letting students introduce each other, you can do it--like Postal Waite at Purdue--by standing at the door ten minutes before class and shaking the hand of every student who enters. Introduce yourself and you'll find out who students are. What you are communicating is: I want to know you; I want to know who you are, you're my student. I'm here to help you grow and develop and I need to know who you are. Can you imagine the impact of walking into a classroom and knowing all of your learners by the end of the first day. Powerful! And it re-orders the priorities of most classrooms to put the focus off the content, (at least in terms of initial impression), on the student. Learn the names of your students.

The second thing is very closely related to the first. And by the way, the first one is very low-level activity--memory and recall activity. Not thinking, as you see. You don't have to think a great deal to memorize the names; learn the names. The second one is a little more involved. It has to do with "attending" to the needs of your learners in your classroom. Attend to them. In the affective domain that's still a pretty low-level involvement. "Attending" is the lowest level involvement in the affective domain, so what

I'm asking you to do is, attend to them. Let me illustrate what I mean by that.

Last September, a couple of us from the University of Texas were doing a study of a little Western Texas public school system to see if we could find out why 70 percent of all the minority children in the school system left school by the ninth grade. Seventy percent of all the Spanish speaking children left school by the ninth grade. By the way, that's the national average in the United States. If you happen to be born black or brown in the United States, only three of ten of those youngsters who ever begin grade one will ever graduate. O.K. I was sitting in a fifth grade social studies classroom. It was the fourth day of school and I was watching the social studies teacher teach her class. She had about 25 students, and about 60 - 70 percent were Spanish speaking. She didn't know <u>why</u> I was there. She just knew that some of us from the University were there looking at their strategies for teaching and learning. She was using what I would call a Socratic, didactic method of teaching. She would talk for a few moments, throw out a question, and students would indicate their willingness to respond by raising their hands. She would call upon a student; he would respond; and she would continue. You've all experienced this method of teaching, a very common method of teaching. Well, the first question she threw out, every little kid in that classroom put his hand in the air. Call on me! They were standing up, you know, like, 'call on me teacher, I really want to answer this question.' Every child in the room had his hand up. And here on the front row, this beautiful little blonde-haired, blue-eyed girl, Cathie sat, and Cathie got the first question and she answered it correctly. "That's very good Cathie," the teacher said. Really nice to answer, you've really prepared well, and so forth. Then the teacher threw out a second question. And again, every child in the classroom had his hand in the air. "Call on me"; they indicated. Here's another little Anglo kid sitting here, John, (graduate of St. Clair College) so she calls on

John. John has the right answer. "That's very good John, you are doing very well." And so she threw out the third question, and again every child in the classroom had his hand in the air, and again she called on a little Anglo kid. Ten questions later, Cathie, our little blue-eyed, blonde-haired girl had been called on five times; John had been called on three times; and not a single Spanish-speaking student in the classroom had been identified. Now, you weren't there, were you? Do you want to tell me about the behavior of those Spanish children? Twelve questions into that class. Do you want to tell me what they were doing? Do you think they were still raising their hands? No way. Some of them had comic books out. They were reading comic books. Others were writing dirty words on desk tops. Some were hitting the little boy across the aisle. Some others were pulling the hair of the little girl in front of them, and so forth. But, they were no longer involved in the learning process.

At the end of the class, the teacher said to me, "that was the best class I've ever taught." I said, "How so, tell me about it." She said, "Well, first of all, it's probably the only class I've taught where every question--now think of this teachers--every question was answered correctly. Now see, we like that, don't we? We like to call on students who know the answers to our questions. It makes us feel good. And she said, "Secondly, and most importantly, there were at least three students who indicated by raising their hands on every question, that they also knew the answer. I said, "I noticed something I'd like to share with you." I wasn't trying to embarrass this teacher. I said, "I noticed that by about ten or twelve questions into your presentation, most of your students were no longer paying attention. They were doing something else. They were looking in other directions. They were being mischievous and so forth.

She said, "Have you ever taught in elementary school Dr. Roueche"? I said, "No, I haven't." She said, "Well, if you had you would understand that,

I hope." "Why don't you tell me about it", I responded. She said, "All of these children will read the first paragraph, and they are very eager to answer early so they won't be involved for the rest of the class. They won't have to take part for the rest of the class. That's the behavior you were seeing." I said, "I noticed that after 10 questions into your class you had yet to call on a single Spanish-speaking student in your classroom." She began to cry. She said, "I'm not a racist. That wasn't deliberate. I didn't mean to." Now, my question to you is: How did she know who to call upon. Two reasons; two explanations. One: small town. All teachers have accumulative record forms which tell how the student did the year before; teacher comments and the like. Second: she rode in a car pool, she told me, with other teachers who had singled out Cathie and--the boy's name was Tommy--as really good students. "They'll do really well in your class." We all know about teacher expectations, don't we. Cathy's father was chairman of the schoolboard in this town. In all my studies of public schooling I find that schoolboard children do fantastically well. They are just genius children. Tommy's dad was president of the grange, in a little rural agricultural town. And the teacher could not pronounce the names of the Spanish children in her classroom and she was embarrassed to even try. Worse yet, she was unwilling to learn how to pronounce their names.

You really must involve yourself with those students. What do you do? What do you do in your classes when you see a student not paying attention? Do you ignore the behavior? Do you make conclusions about the student? What do you do? When a student is not paying attention in your class, that's your first cue, as a teacher, that he is <u>deciding to fail</u> in your class. What do you do? Do you intervene? Do you intervene to keep him from deciding to fail? Do you know his name? Can you call him back in? Can you involve him back into that discussion? What do you do? Do you communicate negative expectations to those

students?

I sat in a classroom in a Texas College a few years ago as a chemistry teacher said to his students: "Most of you people will not do well in here. This is a very tough course. It has a lot of intellectual requirements. Frankly, most of you don't have the cognitive skills to succeed in chemistry." He had their attention. He said, "But you can do something about it." I thought, 'now he's going to lay it on them, you know, work hard, study and so forth." He said: "You can drop the damn course, right now." "Go take History or English or something anybody can pass."

At the end of that class, I greeted this instructor, not as I wanted to greet him, but I greeted him. I said: "What's your biggest problem teaching here in the community college, Doctor"? He said, "Motivation. These damn students won't try. They just won't try." Now you see what he had just done was to say to his learners; 'I'm going to kill half of you.' In fact, I've been here ten years, and in ten years, I've killed half my students each year. What he had just told them was: there's no point in trying; if you have any doubt about your ability to do well in here, forget it. Just leave the course. Sarcasm and ridicule and negative expectations have no place in learning. None. None whatsoever. We're dealing with individuals who've not done well before. What is ironic about that situation is that if Max Raines, who's running the little course for credit with this institute, said to some of you: "Now we're going to have high standards in this institute and I'm going to expect a lot of work from you, and not everybody will do well in here." Many of us would be turned on by that statement. We'd be facilitated by it. We like somebody telling us we can't do well in the academic environment, because we would show them, right? We've done it before. You only can know that you can do something and believe you can, and try to, if you have succeeded in some other endeavors before. At a college in

Chicago recently, some teachers were responding to this kind of presentation and said, 'the students just won't try.' If they would just try; if they would just--I'll translate--behave in ways that promote their success; if they would come to class; if they would pay attention; if they would do their assignments; if they would carry reasonable loads, they could succeed. And everybody in this room knows that's true. If the student would behave in a productive way, 97-98 percent, Bloom says, could make it. But they don't. Do you know why they don't? Do you know why they are not motivated? Do you know why their attitudes aren't exemplary? Because they honestly don't believe their behavior will succeed for them. They don't see any relationship between their trying and succeeding in your class. And if you don't believe that, think about what ever it is in your life you are not willing to try either. There are some things that you've tried before, where you experienced a degree of failure, or humiliation and what you learned from that was not to do it anymore.

At a college recently I was able to illustrate that point because we were in a student center similar to this one and I walked over to the juke box and pulled out a Texas quarter. When I went to college you got 5 songs for a quarter, now you get one. So you've got to make a good selection, right. And the selection that I played was Jimmy Reid's, 'Bright Lights and the Big City'. We moved all of the chairs off the floor and I said to all of the faculty members--about 200 of them--"lets get up and move a little bit. Let's dance a while to Jimmy Reid, O. K.?" Because everybody knows dancing is fun, right? Right? Dnacing is fun? Well, those who could dance got out there, and boy, they were moving. They were just having a great time, and some people were persuaded to come--some other people got up and they moved a little bit--they didn't look real comfortable, but they were dancing. About thirty people of that group got mad as could be with me. Angry! Now you see, there was no failure associated

with dancing was there? There was no grade attached. There was no denial to candidacy. There was no job promotion. Nothing involved. At the end of that I said, "Did you enjoy that"? Well, those who danced said, "That was really nice." We were tired of sitting anyway, Roueche; it's nice to get up and move around. Even those who were persuaded to dance said, "well it wasn't half as bad as I thought it might be." The thirty who didn't dance said things like--"I didn't come here to dance. I'm on my own time, I came here to learn about student motivation. I resent being put in a situation where I'm expected to do silly things." I was about ready to get out my black belt. And then I said to them, "tell me, do you dance very well?" Mmm, no. And a lady in that group told how, in the fifth grade in a social studies class in Oak Park, Illinois, a gym teacher said to her "you're a little fat, honey, you don't look very pretty dancing, do you. You really ought to loose weight before you try to dance." What she had learned was that dancing humiliates you. She was never going to dance. Men told about what it was like for little girls to make fun of them; their colleagues, little buddies to make fun of them. Some other women told what it was like to go to dances in Junior High School. Nobody asked them to dance. What it was like, to sit the whole evening by a dance floor and nobody wanted to dance with them. Try to dance? Uh, Uh, not again. Not again. God help anybody who invites them to dance. Right?

The third thing in the environment that I want to share with you is a little more involved than "attending"--kind of like 'give of yourself' to help students learn. It's like 'get involved. It's like, 'be real'. It's like, 'give a damn' about the success of those students you are charged with instructing. There's a college in Gainsville, Florida, Santa Fe Community College where I visited recently looking at a program for high risk students, developmental students. I found that 90 percent of all the students who had begun that

program in September, (and few students ever finished high school; most of them had dropped out); they were migrant sons and daughters; they had left school in the fourth and fifth grade; over 90 percent of them had stayed in school for over a school year. They had successfully completed the year. They had earned 18 units of college credit or more and incredibly they increased in verbal skills alone from a seventh grade reading level to a tenth grade reading level--in one year. Incredible! And I began to look at what they were doing in that program to achieve those results. They were doing lots of good things. They had relevant curriculum; they had good instruction. But let me just tell you about one thing in the environment. The first day the student missed class at Santa Fe Community College the teacher of record visited his home. Can you imagine that? Can you imagine a college teacher getting in a car and driving out in rural Florida to the home of a student and saying, "we've missed you today." Have you ever had that experience friends? Can you believe the impact that might have on another human being, to say, 'we missed you', "I've got your assignment today; I want to go over it with you." And those teachers didn't leave the homes of those students until they have a commitment in writing from the student to be present the next day. Is it any wonder that absenteeism at Santa Fe is non-existent by the second week in October of any year? Fantastic!

I recently visited another college near you. Not too far from here. Lucerne Community College, in Scranton, Pennslyvannia, where developmental teachers visit students who miss class. Why? Because, the learner is what we're there for and if the student is not in class, he's telling us about his failure to attend; he's deciding to fail. The question is not whether you visit or not, the question is; what do you do? What do you do when students decide or begin to fail in your class? If you don't go visit them

in their homes, what do you do? Do you put an 'X' in your grade book? Do you even notice that they're not there? Do you call the dean of students to say 'hey, this student's absent, would you have somebody check on him? Do you have a buddy system in your class, so that the buddy can make a contact for you? Do you call the student on the telephone? Do you send the student a 3 x 5 card and say 'hey, we missed you today'? What do you do? What do you do at your college? What's your college policy on this? Does anybody do anything to keep students from behaving in ways that promote their failure? That's crucial. And, it's powerful with the student population that attend community colleges.

The fourth thing, in closing, and the list could go on and on. The fourth thing is to 'be real'. "Be real." Perhaps the greatest thing we could ever do for students, is help them become responsible and self-directed human beings as a result of schooling. And the way you teach someone else to be responsible; to come to class; to pay attention; to do their homework; to turn it in, is by furnishing them a role model--yourself--of a fully functioning, self-directed honest human being, who keeps your commitments. Geraldine says it beautifully. Geraldine says "don't write no cheques with your mouth, honey, that your body can't keep." Now that's good advice. I've got several friends in this room who have problems in that area.

Similarily don't make any promises--don't make any promises you don't honestly intend to keep. Be real. Be whoever you are. You don't have to have the students call you by your first name to be real. If you're uncomfortable with him calling you by your first name, ask him to call you whatever you want to be called, and then, ask the student: "what would you like to be called?" That's real. That's genuine. That's fair. If you say to a student, "I want you to have the paper in on Friday and I'll have it back

to you on Monday," have it back on Monday. If you say that, do it. If you say, "I'll be in my office," be there! If you post office hours, keep them. Be pro-active. Seek out students; get involved with them. Be a genuine, fully-functioning responsible human being. The model you provide will be one of the most powerful things in their lives, if it's a good model.

Most of us in this room ended up in college teaching because another teacher somewhere in our lives took an interest in us; valued us; cared about us; re-inforced us; rewarded us; encouraged us; or because we fell in love with a subject matter, or a teacher, or a student in that subject matter area, that we persued it. What I'm saying is that we, as human beings, have fantastic power over the lives of other people who come in contact with us. And, that can be for good--good being defined as helping them want to be something more than they are--and that is a fantastic outcome of any teaching and learning experience. Carl Rogers says it well. Rogers says: "Becoming, the state of becoming is infinitely more valuable than being." What I leave you with this evening is that there is nothing more important in all of college teaching than helping students become and want to become something more than they are. I know you are going to have a nice institute and it's really been nice being with you.

THANK YOU

COLLECTIVE BARGAINING & PROFESSIONALISM

Dr. Alphonse D. Selinger

Department of Educational Administration
Ontario Institute for Studies in Education
Toronto, Ontario

PROFESSIONALISM AND UNIONISM

The first part of these remarks are taken from my paper, 'Militantism and the Professionalization of Teachers" which appeared in the journal, Comment On Education. Vol. 7, No. 2, Dec. 1976. They apply equally to community college teachers with some differences which will be pointed out. They also will be extended to suggest a long range answer to some of the severe problems with which community college teachers are being confronted.

The general public, for limited reasons, has shown teachers a deference and respect which is construed by most of the public as an acceptance of the occupation of teaching as a profession. However, most teachers have not been as certain of their standing mainly because the rewards accorded other traditional professions have not been in the same measure forthcoming for them. Bestor (1955) characterizes the underlying teacher attitude toward professionalism as "a frightening uncertainty concerning the exact nature of a profession". Further, this uncertainty of professional status is heightened in teachers' minds by the practice of the media, school boards and educational administrators, of referring to teacher organizations pejoratively as 'unions' whenever teachers resort to militant behaviour or take advantage of collective bargaining legislation. Yet, one must note, similar pejorative terms are not applied by the news media to the more prestigious professions when, for example, medical doctors withdraw their services to back their demands as did the doctors a few years ago on a province-wide basis in Saskatchewan or on a nation-wide basis in Belgium.

The literature abounds with works that suggest criteria by which a profession may be identified (e.g., Carr-Saunders, 1933: Cogan, 1953; Greenwood, 1957; Gross, 1958; Barber, 1965: Hughes, 1965). Most of these authors differ from each other only in their emphases on the varying criteria. Confusion exists on the question of the professionalism of teachers because many

investigators have arrived at their conclusions on the professional or non-professional status of teachers after assessing professionalism in terms of only one or a few of the complex of dimensions that in concert determine professional status. For example, many investigators concluded teachers are professional because they evidence a high degree of "altruism" while others have determined (Gerstl, 1965: Keeler, 1969) teachers are not professionals because they have very limited autonomy in decision-making. It is only recently that more comprehensive evaluations of teacher professionalism have been attempted (Hall, 1968: Palmatier, 1969: Fris, 1972) and even more recently that attempts have been made to link professionalism and militancy (Hennessy, 1975: Fris, 1976).

This paper will attempt to identify the multi-dimensional nature of the concept, 'professionalism', suggest a model which could lead to fruitful research in identifying the links between militancy and professionalism, and offer a model of the employed professional-employer relationship which could replace the dominant adversary system with a cooperative one.

Professionalism

As previously pointed out, the literature on professionalism is voluminous. Disagreements in definitions are due only to differences in emphasis but there are few disagreements about features that characterize professions and these are easily isolated. The key generally agreed upon characteristics of a profession include:

1. A profession engages in providing essential services which service vital human or social needs;

2. A profession is basically a monopoly by virtue of the fact that its practice is founded on esoteric knowledge and skills;
3. The monopoly thus obtained entitles the practitioners to a large measure of autonomy in the sense that role performance can only be judged adequately by professional colleagues and not by laymen;
4. The profession is self-governing;
5. The power a profession derives from its monopolistic nature and right to self-governance is tempered by a strong altruistic orientation on the part of its practitioners. The professional is committed to the principle that specialized knowledge and skills are to serve the client's interests before they serve purely personal ends;
6. Professional practitioners derive much of their satisfaction from intrinsic work achievements. Related rewards, such as money and social status that symbolize meritorious work, follow.

Thus, it would appear, professionalism is a multi-dimensional phenomenon and should be characterized accordingly. To argue whether or not teaching is a profession would be a non-productive exercise. Our concern should be over to what degree teaching, at a particular point in time, exhibits the characteristics of a profession. In other words, an occupation's professional status would have to be assessed with reference to the multiplicity of characteristics that define the ideal of a profession. Further, the degree to which an occupation is a profession would have to be measured comparatively; that is, with reference to either other occupations within the group or in diverse occupations. Put another way, professionalism may be viewed as existing on a continuum. By assessing to what degree an occupation fulfills the ideal expectation, one can place an occupation on the continuum relate

its degree of professionalism to that of other occupations.

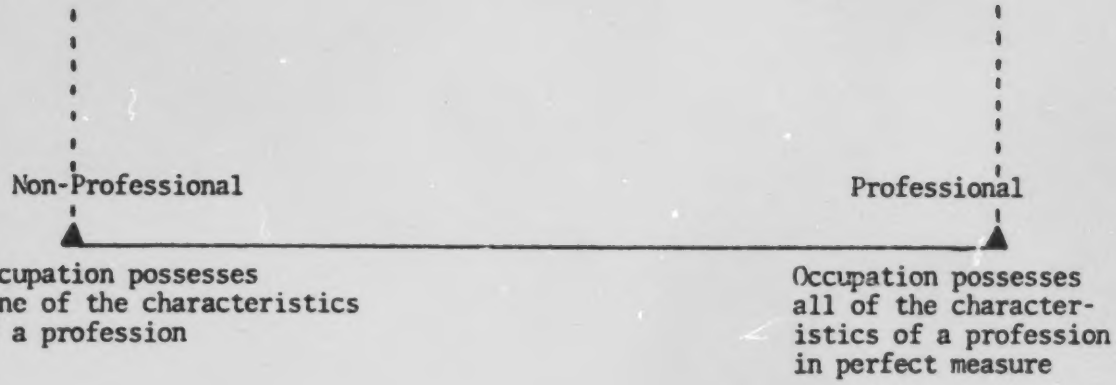
Non-Professional
Professional
Occupation possesses none of the characteristics of a profession
Occupation possesses all of the characteristics of a profession in perfect measure

Fig. 1 - Continuum of Professionalization

We can place an occupation on the continuum of professionalization after assessing it for the extent to which it possesses the characteristics of a profession, and compare its relative position to other occupations assessed and placed on the continuum. Therefore, with regard to teacher professionalization, the following questions need to be asked:

1. To what extent is teaching characterized by the features that define the ideal profession?
2. What position, relative to other occupations, does teaching occupy on the professionalization continuum?

To What Extent Is Teaching A Profession?

Teaching has been and probably still is regarded as providing an essential service. However, for purposes of short term withdrawal of services, it is not considered essential in the sense of medical or police or fire-fighting services where withdrawal may result in a dramatic threat to life or property. But teaching is essential insofar as society, in losing such a basic service,

would be measurably and severely impoverished. The public view of teaching as an essential service is demonstrated by the frequency with which teachers are legislated back on the job when they temporarily do withdraw their services.

Many will not concede, aside from mastery of subject matter taught, that teachers possess an esoteric body of knowledge or skills. 25 to 50 per cent of a teacher's activities are not related to instruction and could be carried out by clerical personnel. Teaching skills are difficult to demonstrate to a lay public and are very difficult for even a sophisticated observer to assess accurately (Levesque, 1972; Popham, 1973). Further, the process of educating is not the exclusive domain of public schools or of certificated teachers. Thus, it is argued, considering also the public nature of the service and that the clientele typically lack choice in selection of teachers, teachers should not have a monopoly and should be accorded a low level of autonomy.

Teachers in Canada almost invariably belong to highly organized associations and are expected to adhere to demanding codes of social behaviour. But they generally do not have a direct, institutionalized voice in setting educational policies (Gosine & Keith, 1970; Holdaway, 1975; Inkpen, Ponder & Crocker, 1975; Simpkins & Friesen, 1970). Teaching is a monopoly only to the extent that a license and membership in a teachers' organization is required. The teaching profession is not self-governing in that it does not control training or admission of prospective members nor do its members participate to a significant extent in critical educational decision-making. Theirs is more of an advisory role in decision-making as in the areas of training and entry into the profession, enforcement of a code of ethics and the determination of curriculum.

Teachers have always had a strong service-orientation and have been considered to be "dedicated". Indeed, the public has accorded teachers a higher

deference or status than teachers perceive themselves receiving (Zeigler, 1966). The deference is based partly on that teachers have benefitted from a post-high school education and thus have acquired valuable knowledge and skills. Partially, teacher status is based on that they are intimately interrelated in the learning process with the public's valuable children and parents are awed by the dedication they feel must be required of someone who daily is involved with more children than the average parent is ever likely to come into close contact with. No doubt teachers are considered highly altruistic but this status has not resulted in particularly large monetary or other social rewards which symbolize meritorious work.

Crucial to the determination of where teaching is on the professional continuum is the attitude of teachers toward critical aspects of professionalism. Numerous studies have shown that teachers wish to participate more in educational decision-making (see, e.g., Sharma, 1955; Corwin, 1965; Benner, 1966; Sasse, 1966; Walters, 1967; Archambault, 1967; Fris, 1976). However, they tend to limit their demands to overt working conditions, more instructional positions with higher pay and status, and salaries and fringe benefits and are reluctant to push for more say in determining the nature of students' learning experiences (Hennessy, 1975). They appear to have doubts about their command of an esoteric body of knowledge and skills. Therefore, we conclude that teaching must be ranked lower on the professional continuum than are the traditional, prestigious professions such as law, architecture or medicine.

However, the gap in prestige and professionalism between teaching and other professions appears to be narrowing. As more lawyers, medical doctors etc. become salaried, as their organizations bargain with government for fee schedules and adopt militant tactics in so doing, and, most importantly, as

the acquisition of formal education rises in the general public and people become better informed through the media, particularly T.V., the public loses some of its awe of the mystique of professions. The result is an increasing demand for a voice in what shall constitute professional services and in how these shall be delivered. The traditional professions are, to an extent, becoming "de-professionalized." That is, on the professionalization continuum they are moving away from the point of the ideal profession. On the other hand, the members of the teaching profession are improving their formal educational qualifications, as evidenced by acquisition of advanced degrees, are increasing the monetary returns received for their services, and are strengthening their educational decision-making advisory role through strengthening their professional associations. On the professionalization continuum, they are moving toward the point of the ideal profession. Thus:

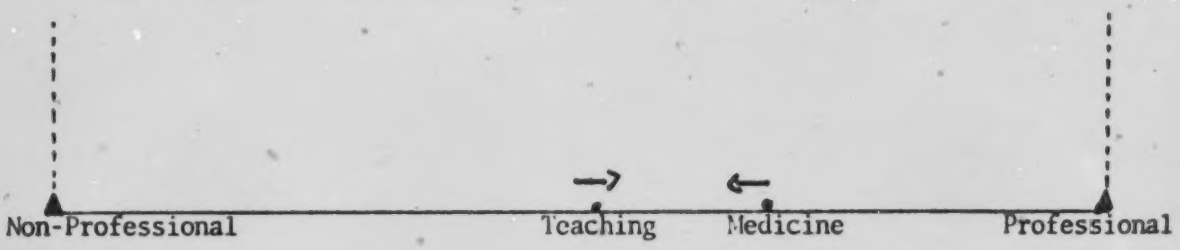

Fig. 2 - The Narrowing Gap on the Professionalization Continuum

The Professionalization Of Teachers

Professionalization is defined by Fris (1976) "as the developmental process whereby an occupation comes to display more and more the range of characteristics that define the full-fledged ideal profession". Fris goes on to point out that professionalization can occur at two levels: the ideological: a change of attitudes, "the workers become increasingly prepared to accept the types of responsibilities that professionals typically carry and increasingly aspire to

acquire professional working conditions, rights, and rewards": the substantive: observable behaviour, "occurs as workers begin to actually implement the service ideal and as they begin to acquire the professional's societal sanction, autonomy and rewards". Ideological professionalization normally must precede the substantive before the profession moves further toward the end of the professionalization continuum representing the ideal profession. Similarly, deprofessionalization, a concept to which little attention has been directed in either research or in the theoretical literature, means a movement on the professionalization continuum toward the extreme which represents an occupation without any of the acknowledged characteristics of a profession.

As teachers move toward the ideal of professionalism, they come into increasing conflict with superior regulatory authorities. One way of viewing these conflicts is in terms of Maslovian theory. Maslow postulated that human behaviour is motivated in terms of five basic needs: to ensure survival, to be secure, to belong, to be esteemed, and to be self-actualizing. The first three of these needs may be designated as animal needs and the last two as human needs. These are hierarchically prepotent in that lower order needs must be satisfied before the higher order needs can become salient motivators.

The 60's were a period of educational expansion. Education became a major societal priority, teachers were in short supply and therefore in demand, salaries rose sharply and public esteem for teaching was relatively high. Teachers' lower order needs were satisfied to such an extent that higher order needs to be esteemed and self-actualizing became concomitantly active. Beneath the surface, muted by the ferment in education, was a growing current of discontent. Unnaturally high social expectations for education were not being met despite lavish expenditures. The public became increasingly

disillusioned with the job education was performing. Student militancy rose and parents began clamoring for a larger voice in educational decision-making. Teachers reacted sharply. They realized they were a closely controlled profession, relatively powerless collectively and individually. They were still isolated from a decisive voice in making decisions and a vast administrative hierarchy had developed to run educational systems.

The 70's have seen sharp curbs placed on educational expansion. The provincial government has placed ceilings on educational expenditures, student population has declined and teacher supply shifted to a surplus, class sizes have increased, special services cut back and the freezing of the administrative hierarchy has severely curtailed promotion for teachers. In short, human and material resources have been almost frozen but demands on teachers have remained steady or even increased.

The increasing militancy in teaching ranks and the causes of it have been quite widely studied and reported on in the past ten years (e.g. Selinger & Goldhammer, 1972). Some studies have cited "role-deprivation", which is the perceived difference of where teaching is on the professionalization continuum and the ideal profession, as a factor in militancy and have discovered a positive correlation between the deprivation factor and militancy (Palmatier, 1969; Giandomenico, 1971; Fris, 1972 & 1976). Giandomenico also found that higher order needs for self-actualization and autonomy were more highly related to militancy than lower order needs such as security and status. An earlier study (Porter, 1961), which surveyed persons in lower and middle management positions, found that for both lower and middle management, the trend of increasing need deficiency was toward the higher-order needs of autonomy and self-actualization. Probably, in both studies cited, lower-order needs had

been sufficiently satisfied so that the higher order needs had become the salient motivators.

There are signs of growing confidence and independence among teachers. They are less concerned than at any previous time that 'militancy' will be viewed as unprofessional behaviour. Teacher militancy may be defined as the increasingly aggressive posture of teachers as they strive to improve their professional, economic and working conditions and to gain a greater voice in or control of decisions that vitally affect the educational processes with which they are intimately involved (Selinger & Goldhammer, 1972). Teachers are beginning to understand that utilizing tactics which some characterize as 'union' does not necessarily detract from, but may add to, professionalism. This is particularly so as teachers observe the prestigious medical profession fighting deprofessionalization with every tactic available to them, including the withdrawal of services.

What appears to be occurring is that teachers, having reasonably satisfied their lower order needs, are aiming at a higher level of professionalism. The key to this new level of professionalism that is emerging is self-fulfillment. Teachers see themselves as some distance from their goal and the opposition they face in the drive toward the professional ideal results in a frustration which some term 'role' or 'professional' or 'needs' deprivation. To attain their objectives, teacher leaders are busy sensitizing teachers to political realities and action. What are now needed are studies to determine precisely what teachers feel is necessary for them in their drive toward a higher degree of professionalism. Boards can then determine how to react to future demands and how to rewrite collective bargaining agreements. Thus the heat can be taken out of teacher militancy and the improved professional status of teachers

will probably benefit most aspects of our educational systems.

To this point we have argued that professionalism is best regarded as a multidimensional phenomenon. We have sought to demonstrate that there are links, which need to be more clearly understood, between professionalism, militantism and Maslovian needs. A tentative model would appear as follows:

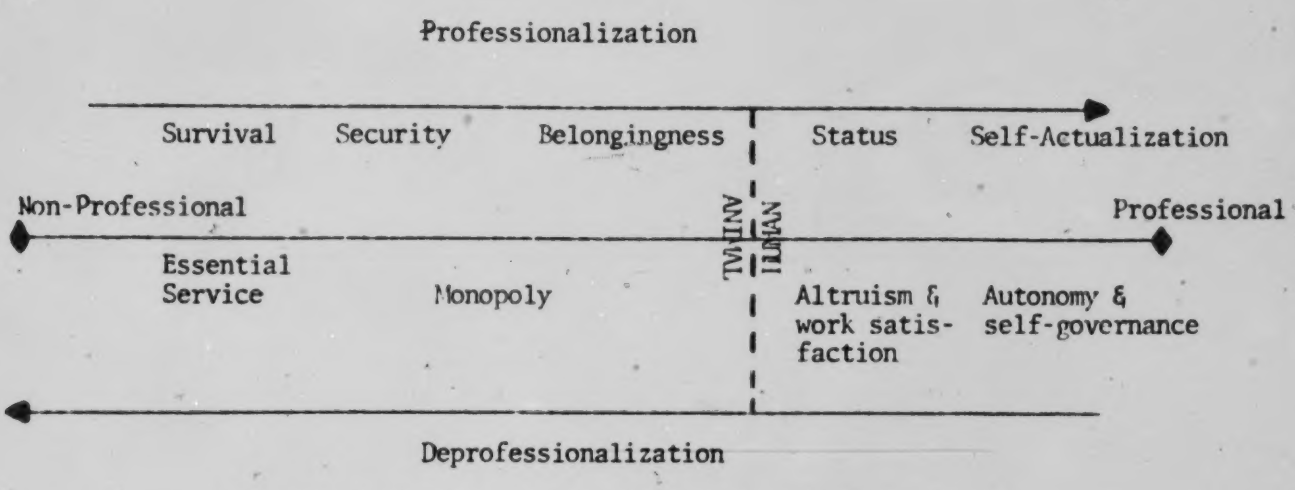

Fig. 3 - Professionalization Related to Maslovian Needs
(Note: Militancy may appear at any point on the continuum)

To sum: teachers will continue to be concerned over satisfying lower order needs but will not abandon their efforts to secure satisfaction of their higher order needs. To paraphrase Martin Luther King, they have been to the top of the mountain and have seen what lies on the other side. With continuing inflation and increasing curbs on the provision of resources needed to attain educational objectives combined with teachers' heightened professional aspirations, teachers are likely to continue militancy in their drive toward a higher level of professionalism and as their hope for revitalization in education.

The Community College Teacher

Basically, community college teachers do not differ greatly from public school teachers. They are both engaged in the same vital task of teaching. Of course,

they see themselves as being somehow superior to public school teachers even as secondary school teachers view themselves as being superior to elementary school teachers. The basis for the alleged superiority probably lies in that community colleges are a higher sequential step in the formal educational system than are public schools. This attitude would make it difficult for organized community college teachers to apply to the Ontario Teachers Federation for inclusion in their organization as an affiliate and thus take advantage of the power which accrues from membership in a large and militant organization. But we do not wish to dwell on this point now.

Community college teachers have come to their present occupation from many diverse backgrounds. Many were self-employed and others were licensed semi-autonomous professionals. Their image has now been altered and they feel themselves a cog in a bureaucratic system in which control emanates from a top which is not even in the institution in which they are employed. Individuality must be controlled to conform to the image of the institution. Salaries, hours of employment, working conditions and so on are granted by the institution as allowed by the provincial government.

> He is no longer, in fact, a self-employed practitioner of a calling for which he has received appropriate training and a license, but is an employee utilizing his education and skills and carrying his responsibilities but, nevertheless, an employee, with a salary scale, a leave schedule, an attendance register and often a very uncomfortable feeling about his role and his future in the overall pattern of things. (Barnes, 1975).

Having effectively become a 'civil servant' the teacher as an individual and in the group has become frustrated at a perceived inability to be heard as an individual and to have an effective voice as a group in decision-making with the remote government employer. In an attempt to gain this voice, the community

college teacher has turned to membership in a union. Now, in a profession in which the individual holds membership not in a professional association but in a civil service union, the teacher still feels personal and collective insecurity. With cutbacks in student admissions, termination of employment has been the result for many sessional teachers and those who do not hold permanent contracts or tenure. Unlike other teaching groups, paper qualifications count for little in employment where employees are hired because of demonstrated professional and work-related knowledge. Compounding this insecurity is the practice of hiring part-time hourly paid instructors. Thus, with a shrinking number of jobs and job markets and with tenure

> ...coming under attack by witch-hunting student militants and economy minded administrators...the union style job security and the protection of a seniority clause may be the only alternative. (Morton, in Civil Service Review, June 1975).

No wonder that only five percent of community college teachers in Ontario hold doctoral degrees. No wonder that, despite its relative ineffectiveness, teachers cling to membership in the Ontario Public Service Employees Union as their best hope for achieving a collective voice in the decision-making which vitally affects their personal and professional future.

The Principle of Co-Determination

The principle of Co-Determination has been in operation in Western Europe since shortly after the second world war. Its roots are closely related to the struggle for freedom, equality and social progress which has been underway in workers' movements since the advent of the industrial revolution. In our opinion, the most successful application of the principle has taken place in West Germany where the concept is enshrined in that country's constitution. The belief of advocates of Co-Determination is that it is clearly distinguishable

from the liberal concept of industrial democracy and from the Marxist doctrine of historial determinism since it is based on a more realistic view of social realities and potentialities.

At the centre and core of all the efforts of the Co-Determinationists stands the human being. The main consideration is to safeguard his freedom and personality. This can be partially accomplished by improving the material lot of the individual by allowing him to become an equal partner in the work environment and in the society. Thus by sharing in decisions and in the responsibility for them, each person will be able to make his contribution to the solution of social problems.

Realistically, we must acknowledge that conflict exists in our society and in the institutions and organizations within that society. These conflicts are of both material and immaterial nature. They may be resolved in a number of different ways: by compulsion and the issuence of orders; by persuasion or evasion; or by democratic regulation. Only the latter solution is appropriate to a free society. It assumes that some friction and conflict is inevitable in our economic and social system. It is, however, possible to render conflict less acute if all those involved strive cooperatively for a solution which does not jeopardize the enterprise and yet takes into account the interests of the conflicting groups. In this way the existence of a state of tension between workers and owners/managers is acknowledged as a structural factor within the system and becomes subject to a social legislative arrangement. The rules for decision-making are agreed upon by all parties in the enterprise in such a way as to ensure continuous settlement of points of difference through negotiation. This obviates the possibility of unilateral and arbitrary decisions on individual jobs, the management of the enterprise, and in the controlling level policy decisions.

The basic aim of Co-Determination is, as Getzels and Guba have pointed out in their social theory, to bring into congruence the goals of the organization and the needs and interests of the human beings who people that organization. Experience in West Germany has demonstrated that a society which takes into full account the humanity of individuals is, in the long run, also materially the most successful. An organization must be jointly shaped by those forming the undertaking. It is by no means the intention of Co-Determination to destroy the authority of management. Nor is it intended that the workers, acting through their delegates, should take over management. Rather, it is the intention that management should be placed institutionally under an obligation to exercise its authority in the sense of a trusteeship: that it should not abuse its authority and should at all times act responsibly.

The rights of property confer a mastery only over things, not over human beings. Since an enterprise can be conducted only with the aid of the human beings who work with these things, they are entitled to demand that an enterprise be carried on in a manner consistent with human dignity. Further, the argument that co-determination leads to a 'frustration' of the managerial function is false because in every enterprise, whether subject to Co-Determination or not, the managerial function must be exercised. One of the major aims of Co-Determination is to ensure that only persons possessing the requisite technical qualifications and human characteristics shall advance to leading positions, irrespective of the ownership factor.

Co-Determination cannot solve all the problems of the employee but offers them a chance to resolve many of them through the ability to affect the selections of the persons who make the decisions. Employee representatives are fully aware of what happens in the employee arena. Consequently, the nature of the

decisions reached, the implementation of managerial planning and all matters affecting employees will receive equal consideration with the economic issues. In essence, the activities of management will be subject to a permanent form of control by the groups directly affected by their decisions.

From what has been said so far, it can be seen that the efficiency of an enterprise is in no way jeopardized by the operation of the Co-Determination principle. Co-Determination aims at the recognition of equal rights for all persons involved in the operation of an enterprise; at the settlement of any disputes which may arise, not by any form of compulsion or persuansion, but by the establishment of dispute resolving mechanisms based on conviction and understanding.

Although other cultural factors undoubtedly contributed, the achievements of West Germany are evidence of the efficacy of the Co-Determination principle in action. West Germany stands first in the industrialized world in increase of annual gross national production, has the least loss of man hours through work stoppages, the lowest rate of unemployment and one of the highest standards of living.

Meanwhile, In Ontario

According to a report in The Toronto Star (May 31, 1977), Co-Determination is underway in Ontario, but in a low-key way. T.E. Armstrong, the deputy minister of Labor in Ontario, says Co-Determination is being tried in about a dozen firms as a "quiet experimentation". At the same time his department has employed a consultant to provide "an analysis of worker participation in Britain, France and Scandanavia and to relate his findings to the particular needs of Ontario".

Why? Because Ontario labor-management relations "have been characterized

by the adversay relationship which has created some deep antagonisms". That is, the system is becoming more dysfunctional to our society and no other remedies are in sight.

Dave Archer, until recently president of the Ontario Federation of Labor, pointed out that Co-Determination would work and increase employee satisfaction because "Unionists would be engaged in day-to-day decision-making and problem solving at various levels. The companies difficulties would be known and employees would know well in advance what those difficulties would be and would be invited to share them and solve them". William Birt of Shell Canada Ltd., worried about increasing conflict and governmental intervention, wants recognition of employee-employer mutual interdependence and says, "This must ultimately mean movement from conflict to co-operation". And though some small seed has been sown we do not yet have our bed of roses for, as Archer points out, "Management response to Co-Determination has been lukewarm...labor has been less than enthusiastic...and the adversary system goes its merry way."

And community college teachers? The social climate is tending to, however slightly, favour a cooperative society. Teachers can use their collective bargaining rights to institute the mechanisms of Co-Determination. The way will not be easy nor arrival at the goal, swift. But what are the alternatives? There is a probably apocryphal story told about the poet P.B. Shelley. He was expelled from Oxford for painting a sign on the end wall of a dead-end alley, "THIS WAY TO HEAVEN". This, too, may be our fate but we will never know unless we try, will we?

References

Archambault, F.D. Teacher role in school policy development. Ph.D. dissertation, University of Ioawa, 1967.

Barber, B. Some problems in the sociology of the profession. In K.S. Lynn (Ed.) *The professions in america.* Boston: Houghton Mifflin, 1965. Pp. 15-34.

Barnes, L.W. *The Changing stance of the professional employee.* Industrial Relations Centre, Queen's University: Kingston, 1975.

Benner, T.E. An investigation comparing teacher and administrator perceptions of ideal and actual decision-making participation. Ph.D. dissertation, University of Illinois, 1966.

Bestor, A. *The restoration of learning.* New York: Knopf, 1955. P. 269.

Carr-Saunders, A.M. & Wilson, P.A. *The professions.* Oxford: Clarendon, 1933.

Cogan, M.L. Toward a definition of a profession. *Harvard Educational Review,* 1953 (23), Pp. 33-50.

Corwin, R.G., Professional persons in public organizations. *Educational Administration Quarterly,* 1965 (1),Pp. 1-26.

Fris, J., Professional role aspirations and achievements among ontario secondary school teachers. M.A. thesis. University of Toronto, 1972.

Fris, J., Professionalization and militancy among ontario secondary school teachers. Ph.D. dissertation, 1976.

Gerstl, J.E. Education and the sociology of work. In D.A. Hansen & J.E. Gerstl (Eds.) *On education: sociological perspectives.* New York: Wiley, 1967. Pp. 224-261.

Giandomenica, L.L. Teacher needs, militancy, and the scope of collective bargaining. *Journal of Educational Research,* Feb. 1973 (66), Pp. 257-259.

Gosine, M. & Keith, M.V. Bureaucracy, teacher personality needs, and teacher satisfaction. *Canadian Administrator,* Oct. 1970 (10).

Greenwood, E. Attributes of a profession. *Social Work,* 1957, 2(3), Pp. 44-45.

Gross, E. *Work and society.* New York: T.Y. Crowell, 1958.

Hall, R.H. Professionalization and bureaucratization. *American Sociological Review,* 1968, (33), Pp. 92-104.

Hennessy, P.H. *Teacher militancy.* Ottawa: Canadian Teachers' Federation, 1975.

Holdaway, E.A. Some concerns, ideas, and approaches of school administrators. *Canadian Administrator*, Oct. 1975 (15).

Hughes, E.C. Professions. In K.S. Lynn (Ed.) *The professions in america.* Boston: Houghton Miflin, 1965. Pp. 1-14.

Inkpen, W.E., Ponder, A.A. & Crocker, R.K. Elementary teacher participation in educational decision making in Newfoundland. *Canadian Administrator*, Jan. 1975 (14).

Keeler, B.T. The new teacher. In R. Warren (Ed.) *Innovations in canadian education.* Proceedings of the 46th Conference of the Canadian Education Association, Sept. 1969.

Levesque, D. Teaching as a profession and the teacher as a professional. *NZPPTA Journal*, July 1972 (19). Pp. 27-30.

Palmatier, L.L. Teacher power and professionalism in california. Ph.D. Dissertation, University of California, Berkeley, 1969.

Popham, W.J. *The user of instructional objectives: a personal perspective.* Belmont, Calif.: Fearon, 1973.

Porter, L.W. A study of perceived need satisfaction in bottom and middle management jobs. *Journal of Applied Psychology*, Feb. 1961, 45(1).

Sasse, E.B. Teacher and administrator participation in decision-making and curriculum development. Ph.D. dissertation, University of Wisconsin, 1966.

Selinger, A.D. & Goldhammer, K. The roots of teacher militancy. In P.J. Cistone (Ed.) *School boards and the political fact.* Toronto: Ontario Institute for Studies in Education, 1972. Pp. 45-52.

Sharma, C.L. Who should make what decisions? *Administrator's Notebook*, April 1955(3).

Simpkins, W.S. & Friesen, D. Discretionary powers of classroom teachers. *Canadian Administrator*, May 1970 (9).

Walters, R.N. An analysis of the extent to which teachers participate in the administration of the public schools in mississippi. Ph.D. dissertation, University of Mississippi, 1967.

Zeigler, H. *The political world of the high school teacher.* Eugene: University of Oregon, 1966.

For introductory reading on West Germany's version of Co-Determination:

Die Mitbestimmung der Arbeitnehmer Herausgeber: Der Bundesminister für Arbeit und Sozialördnung, Marz 1974.

German Information Centre. *Co-Determination: How labor shares in german industry.*

The German Trade Union Federation. *Co-Determination rights of workers in germany.* *D.G.B.* June 1967.

Simoneit, F. *Die neuen bosse: So wirdman General direktor.* Fisher Bucherei, August 1969.

Sozial Report. SR4-76(e) Inter Nationes. "Partners or adversaries?" by Klaus Hofmeier.

Sozial Report SR2-76(e) Inter Nationes. "Co-determination in all large companies within two years."

FACULTY EVALUATION WITHIN COLLECTIVE BARGAINING CONSTRAINTS

James C. Catania

Assistant District Director
Waukesha County Technical
Institute
Pewaukee, Wisconsin

Any discussion of collective bargaining in education or of faculty evaluation can be very emotional. Together, however, they can be VOLATILE. For that very reason, I'm just a little apprehensive about discussing both of them with you at the same time. Consequently, I would like to make it very clear that I am NOT here to debate the merit or demerit of unions in education, nor am I here to discuss the significant impact of collective bargaining on curriculum, finance, organizational structure, and educational outcomes.

I AM here to identify the impact of collective bargaining on the evaluation of teachers--

- to share our college's mistakes so you can avoid them;
- to indicate our successes so you can consider them;
- and to provide you with an actual system of faculty evaluation which is an outgrowth of collective bargaining. The Waukesha County Technical Institute's system is highly acclaimed and has been operative now for three years.

I do think it's important for you to keep in mind that I've been involved in negotiations and faculty evaluation since 1962, representing both labor and management at different times. Please understand that I have been trained by unions and by management separately in labor law, arbitration, teacher evaluation, contract administration and the like. Today, however, all of my remarks will be from a management perspective, not from a teacher's.

For those of you who may feel these matters are remote, 48% of the states today have enacted legislation providing for varying degrees of bargaining in higher education. Six more have bills in the legislature which are currently under discussion. Wisconsin, incidentally, became the first state in the nation to pass its Municipal Employment Relations Act in 1959. Since then, it's been expanded four times.

For us, and soon for you, the law provides that whenever school employees choose to unionize, boards must bargain on wages, hours of work, and condition of employment. Simply speaking, teachers have the right to unionize and boards have duty to bargain in good faith.

Obviously, there are great variations among the states. However, the future is quite predictable and very clear.

1. There will be more legislation providing for greater teacher union input into the operation of the nation's schools.
2. Variances among states with regard to the effect of the legislation will diminish.
3. "Permissible" issues to be negotiated will exceed those in private industry.

I mention this because I want to underscore the fact that elements of teacher evaluation at the table will be a reality for many of you not presently involved, and I'm trying to say to the educational administrators, "BE PREPARED".

In the 60's at our college, several staff members resigned under pressure, several educators were given "notice", and one instance resulted in six different (but related) grievances.

Predictably, the subject of faculty evaluation came up at the bargaining table, with the teachers' union saying in effect, "Let's develop a new system to evaluate teachers, and since we're professionals, we should participate in any system used to evaluate us.

The district felt that this was reasonable and ultimately agreed to the following language in the labor agreement: "Criteria and related procedures for the evaluation of educators shall be jointly developed by the Board and the Association (i.e., "union").

This very simple sentence represents a major blunder in the bargaining history of our district. For one thing, the Wisconsin Supreme Court has ruled this is so inherent a management function it does not have to even be discussed at the table. We not only discussed it, we gave it away!

Remember, the language reads "jointly develop criteria and related procedures". Ordinarily, the college decides what the teacher will do and the union discusses how much it may cost. This is a fundamental principle of collective bargaining. To make matters worse, a contractural committee of three administrators and three teachers was established to develop the system with the unstated assumption that it would be completed over the summer. We failed to discuss a time limit, however, and with only 50% of the vote, we could not reach agreement for 2½ years. Needless to say, both the President and I were extremely upset. Consequently, I took on a very aggressive profile and at times assumed an adversary posture and a dominant role on the committee.

The result is the document distributed earlier titled, "WCTI Faculty Evaluation System" which I would now like to explore with you in detail.

If you do intend to consider any part of it at your college, it's imperative that you be aware of the assumptions underlying its structure. Obviously, since it's idiosyncratic to our needs, it may be at cross purposes with yours. The assumptions are as follows:

1. We believe the purpose of evaluation is twofold: to improve instruction, and to provide data for decisions concerning renewal or termination. We also believe, however, that the two considerations are inseparable. You cannot assist an educator to improve without recognizing that the information acquired may be used for decision making at a future time.

2. We believe in and are committed to the principles of participatory management - not faculty governance. We believe that educational programming and the course content are a function of society and the community - not the individual teacher. Obviously, we earnestly need and value the input of the teacher, but we believe that it is only one source. The assumption is that authority for educational programming rests legally with the board.

3. The WCTI System which we negotiated assesses only one role of the instructor, the role of teacher. It does not evaluate the individual as a total employee. This is handled separately. For example, failure to observe district policies, failure to turn in grades, etc., can be grounds for suspension or termination. Each incident is reviewed separately and dealt with on its own merits. The Faculty

Evaluation System only addresses itself to the role of the educator as a classroom instructor.

4. Our college curriculum is largely competency based and stresses criterion-referenced instruction, including the related liberal arts (general education). The curriculum and objectives are rooted in Ralph Tyler's rationale and Robert Gagne's approach to educational psychology.

Looking at the WCTI System, then, it provides for five types of evaluation, three of which are mandatory:

A. Supervisory - Evaluation by the immediate supervisor.

B. Self - Evaluation of the teacher himself.

C. Student - Evaluation by the student.

Two forms of evaluation are optional:

A. Peer - Evaluation by a colleague assisting the teacher on a voluntary basis, providing an alternate opinion.

B. Management Evaluation - Evaluation of the teacher by any manager other than the immediate supervisor (including the President).

All five evaluation sources enable the supervisor to assess the teacher and to assist in the improvement of instruction. These sources also form the annual decision to retain or not to retain each educator.

There are four components to our system:

an initial conference

an observation (teaching)

an assessment conference

an action plan

1. The initial conference is the occasion when the supervisor and the teacher sit down to review the teacher's total teaching perspective.

   A. The supervisor examines the teacher's notes, objectives, student learning activities, teacher's evaluation system, tests, etc.

   B. This is also an occasion for results of student evaluation of the teacher to be discussed. The session typically lasts 2 hours and is comprehensive and required.

   C. Afterwards, the supervisor and teacher independently complete items 1 - 9 on their separate evaluation forms.

2. The In-Class Observation is the second component. Here the supervisor observes the teacher in action with the students. This can be done with or without advanced notification but must take place within 30 days of initial conference. Afterwards, each fills out items 10 - 17 separately.

3. The Assessment Conference is the occasion during which the supervisor and teacher compare respective evaluation forms for the very first time. Points of agreement and disagreement are reviewed and discussed, with the supervisor determining the ultimate rating at the conference close.

4. The Action Plan is the last element in the system. Teachers and administrators agree that no one is perfect; no matter how good one may be, there is always room for improvement. The Action Plan, therefore, forms the foundation for professional improvement and is geared to each teacher's individual needs. It is required.

The actual criteria for evaluation are operationally stated and can be found in the packet distributed earlier. They are written to reflect the district's philosophy and management's perception of the teacher's role.

(Nine of them are listed here so the reader can see what was discussed in detail at the Conference.)

"2. The instructor is expected to use objectives which are stated in measurable terms. An objective is stated in measurable terms when it includes an action verb which lends itself to evaluative activities.

"3. The instructor is expected to use an evaluation system which is consistent with course/unit objectives. Consistency here is demonstrated by having evaluative activities directly related to the action verbs of the objectives.

"4. The instructor is expected to use an evaluation system which assesses the degree to which the students have met the objectives of the course/unit. Evaluative activities should enable the instructor to evaluate student accomplishments of objectives rather than comparison to peers.

"6. The instructor's students are expected to meet the objectives of the course/unit. Indicate what per cent of the students

are meeting what per cent of the objectives in justification of choice.

"10. The instructor is expected to communicate the objectives to the students. It is the responsibility of the instructor to provide the student with the objectives for the class session or unit. This could be provided by oral or written communication.

"11. The instructor is expected to use learning activities which are appropriate to the objectives. Student learning activities are appropriate when they provide a means for accomplishing the desired results. If a student has to do something, the learning activity should give him practice doing that.

"13. The instructor is expected to present instructional material in an organized, clear manner. Regardless of how information is presented, there should be evidence of organization and clarity; e.g., use of topical outline, planning notes, learning activity package, etc., with logical patterns and understandability.

"16. The instructor is expected to be efficient in using time. The instructor is expected to be present during the class period, and class time is to be used to meet the objectives of that period or unit. Classes should begin on time.

"17. The instructor is expected to be efficient in using resources. The instructor should avoid unnecessary waste of resources;

e.g., using unnecessary printed material when a transparency may be more practical or purchasing a film which is available free."

Student evaluation is also a part of our system. We use the Student Information Report (SIR), a copyrighted package purchased from Educational Testing Service of Princeton, New Jersey. The package has been modified, with permission, to meet our local needs. Suffice it to say that the results of student evaluation are reviewed and discussed in the Pre-Assessment Conference.

The Faculty Evaluation System at the Waukesha County Technical Institute is most unique. While an outgrowth of a mistake in collective bargaining, it has been highly acclaimed and nationally recognized. Operational for three years, it has been a positive correlation coefficient of +94253, using The Pearson R, product-moment reliability factor.

Twice annually a report on overall reliability, inter-rater reliability, item analyses, standard error, etc., is generated which I use to improve the system.

Designed to provide for maximum, meaningful communication between teacher and supervisor, the WCTI System preserves management rights and responsibilities. Further, it was mutually developed and recognizes that teachers are responsible for student learning. The Faculty Evaluation System is also totally integrated with the colleges' program of management by objective, staff development, in-service, and program evaluation.

In retrospect, I think the system is tough, frank, and effective. It enables us to target Instructional Services goals and accomplish them through and with the teachers. The system does give management considerable flexibility, and we actually do continually increase our output expectations.

Future plans are to raise expected performance level of teachers by gradually spelling out uniform, precise criteria for and with program coordinators.

COGNITIVE STYLE AND ADMINISTRATIVE MANAGEMENT

S. James Corvey,
Assistant Dean
Educational Development
Mountain View College

Barbara K. Barnes,
Director
Student Services
Eastfield College

INTRODUCTION

Administrative development programs have gained recent attention in community colleges. As the issue of staff development is examined and re-examined in community colleges, attention needs to be directed to the developmental concerns of the administrative staff.

One area of necessary growth is the understanding and development of a communication system and work environment which is productive and efficient for its members and the institution. The method described in this article for building this construct is based on research on Cognitive Style Mapping.

In discussing the use of cognitive style as it relates to administrative management there are a number of elements that need to be taken into consideration. First is the level of sophistication of the administrators involved in utilizing this deceptively simple technique in analyzing communication problems. An institution that has not utilized cognitive style in its instructional process, perhaps the first place to start would be to explore the possibility of developing the use of cognitive style as an integral part of the instructional process. Without going exhaustively into the instructional programs throughout the

United States and Canada, that in one form or another, use an adaptation of Hill's Cognitive Style Map[1], it is significant to note that numerous institutions are effectively using cognitive style to identify learning preference and are utilizing the information gathered through the use of this instrument to inform students of their particular learning style, to develop instructional strategies based on information gained through Cognitve Style Mapping to, in some cases, prescribe instructional programs for students, and to assist students in program selection where multi-modal approaches to instruction are in existence.

The Dallas County Community College District, and Mountain View College in particular, has had quite an extensive Cognitive Style Mapping program for the last six years. In the last year alone, approximately 2500 students have been mapped for the purposes outlined above. In addition, many faculty members give the students their own map so that students will understand how a faculty member best gains information. Beyond this, each administrator has been mapped and the maps are freely available to administrators, faculty, and students. With this kind of a background, it is an easy step to visualize implementing Cognitive Style Mapping as one form of understanding administrative communication at Mountain View and other institutions in the District. Many of the points that will be discussed can be utilized in most institutions. Before the implications for administrative development are discussed, a brief overview of the major elements of Cognitive Style Mapping will be given.

ELEMENTS OF COGNITIVE STYLE MAPPING

The cognitive style map is composed of four major areas each containing several preference items. The first, the theoretical, reflects preference for the way the individual takes in information. The second, the qualitative, indicates the individual's use of abilities based in the sensory. The third area, cultural determinates, reflects who the individual is influenced by in decision making. Finally, the fourth area, modalities of inference, indicates the type of reasoning the individual uses to analyze information for decision making and problem solving.

Cognitive Style Mapping Symbols and Their Meanings

THEORETICAL

1. T(AL) Theoretical Auditory Linguistics. Finding meaning through words you hear.

2. T(AQ) Theoretical Auditory Quantitative. Finding meaning in spoken numerical symbols, relationships, and measurements.

3. T(VL) Theoretical Visual Linguistics. Finding meaning from words you see.

4. T(VQ) Theoretical Visual Quantitative. Finding meaning in numerical symbols, relationships, and measurements you see.

* *

QUALITATIVE

5. Q(A) Qualitative Auditory. Perceiving meaning through the sense of hearing. A major in this area indicates ability to distinguish between sounds, tones of music, and other purely sonic sensations.

6. Q(O) Qualitative Olfactory. Perceiving meaning through the sense of smell.

7. Q(S) Qualitative Savory. Perceiving meaning by the sense of taste. Chefs should have highly developed qualitative olfactory and savory abilities

8. Q(T) Qualitative Tactile. Perceiving meaning by the sense of touch, temperature, and pain.

9. Q(V) Qualitative Visual. Perceiving meaning through sight.

10. Q(P) Qualitative Code Proprioceptive or sometimes called the sixth sense; synthesizing or combining a number of associated symbols into a performance of a task; e.g., typewriting, playing a musical instrument.

11. Q(CEM) Qualitative Code Empathetic. Sensitivity to the feelings of others; ability to put yourself in another person's place and see things from his point of view.

12. Q(CES) Qualitative Code Esthetic. Enjoying the beauty of an object or an idea. Beauty in surroundings or a well-turned phrase are appreciated by a person possessing a major strength in this area.

13. Q(CET) Qualitative Code Ethic. Commitment to a set of values, a group of principles, obligations and/or duties. This commitment need not imply morality. Both a priest and a criminal may be committed to a set of values although the "values" may be decidedly different.

14. Q(CH) Qualitative Code Histrionic. Exhibiting a deliberate behavior or "playing a role" to produce some particular effect on other persons. This type of person knows how to fulfill role expectations.

15. Q(CK) Qualitative Code Kinesics. Understanding and communicating by non-linguistic functions such as facial expressions and motions of the body (e.g., smiles and gestures).

16. Q(CKH) Qualitative Code Kinesthetic. Performing motor skills according to a recommended, or acceptable, form (e.g., bowling according to form, or golfing).

17. Q(CP) Qualitative Code Proxemics. Judging the physical and social distance that the other person would permit, between oneself and that other person.

18. Q(CS) Qualitative Code Synnoetics. Personal knowledge of oneself.

19. Q(CT) Qualitative Code Transactional. Maintaining a positive communicative interaction which significantly influences the goals of the persons involved in that interaction (e.g., salesmanship).

20. Q(CTM) Qualitative Code Temporal. Responding or behaving according to time expectations imposed on an activity by members in the role-set associated with that activity.

CULTURAL DETERMINATES

21. A — Represents Associates. A major degree of influence by friends or persons other than family.

22. F — Indicates a major Family influence. The family influence might include immediate family, church or special authority figures.

23. I — Stands for Individual. An "I" in the major column indicates significant independence in decision making.

* *

MODALITIES OF INFERENCE

24. M — Magnitude. A form of "categorical reasoning" that utilizes classifications of rules as the basis for accepting or rejecting an advanced hypothesis. Persons who need to define things or know the "policy" in order to understand them reflect this modality.

25. D — Difference. This pattern suggests a tendency to reason in terms of one-to-one contrasts of comparisons of selected characteristics or measurements, seeing things in terms of how they "differ." Artists often possess this modality as do creative writers and musicians.

26. R — Relationship. This modality requires that things be seen in terms of how they are alike. People with this modality frequently say, "This is like that."

27. L — Appraisal. The modality of inference employed by an individual who uses all three of the modalities noted above (M, D, and R), giving equal weight to each in his reasoning process. Individuals who employ this modality tend to analyze, question, or in effect, appraise that which is under consideration in the process of drawing a probability conclusion.

28. (K) — Deductive. Indicates deductive reasoning, or the form of logical proof used in geometry or that employed in syllogistic reasoning.

With this background material on Cognitive Style Mapping, the implications for administrative development can now be better examined.

IMPLICATIONS FOR ADMINISTRATIVE DEVELOPMENT

As information from Cognitive Style Mapping has been used with students to design instructional situations to meet learning preferences, communication systems and work environments for administrators can also be better understood and adoptions can be considered to accomodate and utilize the strength of each administrator's individual preferences for learning and decision making. This method of administrative development can be relatively non-threatening since it is based on a preference of the individual to do something and it is not an instrument which makes judgements as to the worth or non-worth of that preference.

The following are two hypothetical examples of how knowledge from Cognitive Style Mapping can be used in administrative situations.

Theoretical

As an administrator you are concerned that one of your staff members does not seem to recall verbal instructions or information you have given at staff meetings. It almost appears to you that the staff member is just not interested. However, in talking you discover that he really is interested, but that the information was not retained. With the assistance of a map of that staff member, you and he might find that his learning preference is for visual rather than auditory input. With this information, you then, as an administrator, can design your meeting to include written agendas noting major points or have minutes taken at the meeting. By accomodating this preference of your staff member, you have also increased the efficiency of your area, improved

communication, and lessened your own frustration with this staff member.

Qualitative — Probably the most popular example here is with the staff member who's temporal ability differs from yours. As an administrator, you have probably been carefully trained to respect time competence as necessary for productivity and efficiency. However, you have a staff member who is always five minutes late to a meeting. She is always willing to work longer days to accomplish her work, but she always holds up the meeting. Again, with the assistance of the map, you note the temporal area is very low and therefore, being on time is not important to her. In discussion, you and she can work out some remedies for this situation. The map here can serve as the objective information which removes the element of judgements being made about the interest or professionalism of the staff member. Perhaps the adaptation will be that since the individual also sees this information she will attempt to alter her behavior and arrive at meetings on time.

Other situations could also be constructed for all the other areas of the map. The administrator by using cognitive style as a base for administrative understanding can utilize the strengths and learning preferences displayed in his staff to maximize productivity and efficiency in accomplishing the objectives and work of his area.

The use of cognitive style in administrative development is one more technique which can be combined with other management techniques to build a comprehensive program.

[1] The Educational Sciences (revised) AESA Publication compiled by James J. Berry and Thomas J. Sutton. A bibliography with commentary, contains over two hundred documented and cross-referenced entries is available at $5 per copy from American Educational Sciences Assoc., 2480 Opdyke Road, Bloomfiled Hills, Michigan 48013.

COLLECTIVE BARGAINING IN THE ACADEMIC ENVIRONMENT

Dr. Frank C. Gerry

Assistant Director
Academic Collective Bargaining
Information Service
Washington, D.C.

It is the intent of this paper to address a particular aspect of the collective bargaining relationship, contract administration, and to offer front line administrators suggestions relative to the handling of grievances.

Higher education in general and community colleges in particular are labor intensive organizations, in which the attainment of institutional goals rests directly upon the ability of the organization to effectively utilize its human resources. A casual reading of organizational psychology will convince the reader as to the importance of personality, attitudes and leadership style in managing human resources.[1] The advent of collective bargaining usually increases the need for administrators with highly developed human relations skills. Nowhere in the bargaining process are the attitudes of the parties more important than in the disposition of grievances. Much has been written relative to the structure of grievance procedures, the number of steps and the like, but little attention has been given to the role and function of front line administrators responsible for resolving grievances.

Successful administration of the labor agreeement rests directly upon the good faith attitudes of the parties.[2] In one sense the filing of a grievance may be seen as a direct threat to administrative decision-making powers. However, this author contends that the administrator who views the filing of a grievance as an adversarial challenge and attempts to "win" every case is shortsighted. The objective of the grievance procedure is to fashion fair and equitable settlements.[3] The overriding concern should not be "Can I win?" but rather, "What is right and equitable?"

The creation of a climate characterized by good faith, mutual respect and a concern for equity will require the best efforts of both parties. Mature collective bargaining demands both parties not only to be cognizant of their differences but requires an awareness and appreciation of the goals they share. The labor organization that approaches the table firm in its intent to make no compromise may find itself lacking both a contract and an employer. In like manner, the administration intent on "busting" the union may find its ability to attain institutional goals severely hampered by the resulting labor strife. The union and management should recognize the need for mutual survival. This requires sensitivity on the part of the faculty organization toward the problems of administrators in a time of declining fiscal support and enrollment. The administration desiring a mature relationship should accept bargaining as a valid decision-making system. Faculty members are not organized by outsiders who, under the cover of darkness, leave seditious literature in the faculty lounge. Organized faculty members are not "good people" led astray nor for the most part will they return to their senses and "throw the rascals out."

The complexity of the representational process and contract talks pales when we become aware of "the magnitude and delicacy of the problems met in applying the labor agreement to the daily operations of" the community college.[4] Collective bargaining does not end upon conclusion of contract negotiations nor does success at the bargaining table insure sound labor relations. Clearly the framing of the labor agreement is of vital import, however, over time the success or failure of collective bargaining in higher education will

rest with the ability of the parties to live under the agreements they have made. The actual negotiation of the agreement is but the tip of the iceberg. The grievance procedure and the processing of grievances is the heart of collective bargaining.

The Rationale For and Benefits of Grievance Procedures

The very nature of the negotiation process requires the parties to fashion a grievance procedure.[5] There are times that to reach accord in negotiations the parties must be vague and incomplete in their selection of contract language. Similarly, it is impossible to draft a labor agreement that will cover in detail every problem the parties encounter during the life of the contract, nor can the parties to labor negotiations make clear the intent and meaning of every word or article within the agreement.[6] Short of continuous labor unrest and coercive pressure how can the parties determine which view of the disputed language shall prevail? Such questions have led labor boards in almost all jurisdictions to declare grievance procedures and rights arbitration to be mandatory subjects of bargaining.

Aside from providing the parties with machinery to resolve disputes relative to contract language and intent, the grievance procedure may assist management in a number of ways. First, it may serve to identify problem areas within the college. For example, the filing of seven grievances over a period of six weeks in the English department might well alert the Dean or Vice President that a problem exists with the department chairperson. The grievance procedure may also be employed as a means of communication between faculty and administrators. Often there is a great difference between the faculty member who has a complaint and one who has a grievance

under the terms of the labor agreement. The grievance procedure, at its informal level, can be a valuable way for people to air their differences. Careful analysis of all grievances filed under the contracts may assist management in identifying union objectives in future negotiations. If, for example, a particular college policy or contract provision has been the subject of numerous grievances, management may reasonably assume the union will attempt to change the offending language in subsequent negotiations. In like manner, a careful review of the college's operation under the labor agreement might discover contract language that has had an adverse impact on institutional management.

The grievance procedure and rights arbitration provides the employee organization with the means to enforce the collective bargaining contract and allows the individual employee the opportunity to protest what in his/her opinion are, arbitrary management actions. The grievance producedure can thus be seen as benefiting both management and labor.

Grievances and Complaints

Although labor relations experts have identified the function and structure of grievance procedures, the exact definition of what constitutes a grievance has remained elusive. Elkouri and Elkouri inform us that a grievance may be defined as, "that which the parties to a particular collective agreement say it is."[7] They admit that this definition sheds little light on the problem but rather informs us that, "labor relations authorities disagree widely as to the precise meaning of the term."[8] For our purposes a distinction between complaints and actual collective bargaining grievances may be helpful.

This author prefers a clear distinction between when an employee has a complaint and when a formal grievance is instituted.

Front line administrators in community colleges face a daily barrage of faculty gripes and complaints. I do not mean to suggest or imply that faculty are petty or have an "irresistible impulse to file grievances."[9] To the contrary, the pressures of teaching and functioning effectively in a labor intensive environment may give rise to any number of valid interpersonal problems that need to be brought to the surface. The faculty member who made coffee for the last two weeks and was not reimbursed or even thanked for his efforts may well have a legitimate complaint but not a grievance under the labor contract. It is to the advantage of community college administrators to encourage open and frequent discussion of problems within the college or department. Trouble spots may be identified before they become major labor relations problems. This author favors a grievance procedure that requires an attempt at informal resolution of issues. Front line administrators need to hear complaints and faculty need to feel free to speak their mind.

The formal grievance procedure should require that all grievances be submitted in writing. While opinions differ on this point, it is the opinion of this author that once a faculty member has had the opportunity to informally air his complaint and he remains dissatisfied, formal consideration should only be given when the nature of the dispute is reduced to writing. The parties may be wise to consider developing a mutually agreed upon form for the filing of formal grievances. Such a form should request the grievant to stipulate the contract terms allegedly violated, the exact nature of the problem,

the date of the violation, the facts as he/she sees them and the exact remedy sought. Many times, even after an informal discussion a person may still be angry, however, if required to sit down and explain the dispute in writing the grievant may discover that he/she does not, in fact, have a collective bargaining grievance.

Several alternatives exist for the parties desiring to provide a clear distinction between a grievance under the agreement and a general complaint relative to the operation of the college. First, the scope of grievance and hence arbitration review may be limited by the drafting of a narrow grievance definition. Such a definition might limit grievances to disputes involving the interpretation or application of specific contract terms. Similarly, specific areas of administrative authority and decision-making may be expressly excluded from review by an arbitrator.[10] Secondly, the parties may negotiate a contract creating an informal complaint procedure or step that is clearly apart from the formal grievance machinery. It should be noted that some of the issues discussed under this informal step may be valid grievances, while others may have no standing under the formal procedure. In either case, it is incumbent upon the administrator to hear the person out, discover the facts and begin to make some initial judgments on the relative merits of each complaint.

Authority and Resolving Grievances

It is the responsibility of senior level administrators to insure that first line personnel have both the authority and training required to effectively respond to grievances. Furniss noted: "(T)he effectiveness of a grievance procedure is directly related to the

distribution of authority on the campus."[11]

The advent of collective bargaining has often left some department chairpersons, program heads, coordinators and the like feeling that they were neither fish nor fowl. These administrators may have over the years developed close personal relationships with faculty and in fact may have a higher professional role identification with the faculty than with the administration. The structure of the management team in labor relations is, for the most part, defined by the determination of an appropriate bargaining unit for faculty. Those individuals legally defined as management must be made to feel they are truly part of a management team. Briefing sessions on the progress of negotiations and training in contract administration should be provided.

The recent NLRB decision relative to the status of department chairpersons at Fairleigh Dickinson University may well become a classic example of the fate of front line administrators.[12] Initially defined to be outside the faculty unit, Fairleigh Dickinson chairpersons were found to be managerial personnel. In response to a subsequent petition to amend the faculty unit, the Board found that since the signing of the first contract the function of chairpersons changed such that they no longer performed as managers. As a result the Board ordered chairpersons to be included in the faculty bargaining unit.

Once authority is delegated to front line administrators it should be exercised. In some cases, administrators have demonstrated a lack of willingness to make the types of difficult decisions required by collective bargaining. This can lead to a situation where managerial

personnel meet and discuss with the union on each and every decision to be rendered. Over time, this pattern of decision-making can result in a real loss of essential management authority and rights.

While it is important that managerial personnel be given and in turn exercise authority, the parties should realize that some grievances by their nature will exceed the ability of front line administrators to fashion a remedy. Examples of this type of grievance (class grievances) involve essential questions of contract language affecting all the faculty at the college. Recognizing that there may be grievances that are beyond the authority of the front line manager, some parties have provided for advanced step filing. The Connecticut Community College contract recognized that there may arise grievances that exceed even the authority of a campus president and address fundamental issues of system policy. The agreement provides that the union may, for grievances of this nature, bypass the two campus steps in the procedure and file directly with the system office.[13] In commenting on the rationale for advanced filing Elkouri and Elkouri turned to Robert Wagner who stated: "particular circumstances may make it impractical to begin processing a grievance at the first step."[14] He concluded:

> It would seem to be quite proper for this grievance to be processed at the third step level, for only at this level are all negotiators of the contract, those officers of the company and union who knew the meaning and intent of the language of the contractual provision controlling, required to appear.[15]

In response to these and other problems relative to individual rights and union responsibilities, most employee organizations have demanded an active role in the processing of all grievances. If a particular group of employees decline union representation most unions will demand to be present at all stages of the grievance and to obtain copies of administrative responses at each level of the procedure. This demand is motivated by the union's concern for uniform application of the contract terms and its obligation to represent all employees, members and non-members, in the bargaining unit.

Resolving Grievances at the First Step

Effective grievance handling requires a sound working relationship between the administrator and the faculty representative. Consistency in administrative action and honesty by both parties will enhance the quality of this relationship.[18] The college administrator should, above all, be consistent in the administration of the labor agreement. Faculty members should be given the rights and benefits accorded them under the contract, no more and clearly no less. The administrator may be required to make difficult decisions that sacrifice the desires of an individual faculty member to the collective interests of all the faculty.

In any meeting between an administrator and faculty representative promises made must be kept. Failure to keep one's word is not only contrary to the requirement for good faith but may prove costly. Consider the following example. A faculty member in X-Ray Technology grieves misplacement on the salary schedule. The grievant, a foreign national, presently on the Bachelors degree schedule, contended that although much of his graduate course work was taken abroad it should

have been counted as the equivalent of a Masters degree. In the first step grievance hearing, the administrator indicated that in light of the specialized and technical nature of the subject matter to be taught, the college would not recognize credits from a foreign institution. The administrator went on to state that if the faculty member were to take similar courses at an American university then the college would upgrade the grievant's placement on the salary schedule. Over the next several years the faculty member took numerous graduate courses at the local university and again approached the administration relative to misplacement on the salary schedule requesting he be placed at the MA level. The administrator in question denied this request and indicated that in light of fiscal pressures, the college might have to retrench some faculty.

A case very similar to our above example recently went to arbitration and resulted in a substantial award of back pay to the grievant. The arbitrator found that an employee has every reason to assume that managerial promises would be kept. The arbitrator reasoned that based on a promise of promotion, the grievant invested time and money to take the required courses and failure to promote constituted a serious breach of faith.

When hearing grievances, keeping one's word, acting promptly and being concerned with issues of equity can lead to the development of mature relationships and a climate of good faith, respect and trust. In first step grievances emotions are often high, however, it may be wise to concentrate on the facts and avoid issues of personality. Digressions into the relative merits of fellow administrators and faculty colleagues may generate ill will and cloud the

real nature of the dispute. While it may be important to let the faculty representative and grievant "get it off their chests," the prime concern of the administrators should be to get to the facts of the matter.

Development of maturity in collective bargaining is not the sole responsibility of the administrator. Faculty representatives should screen grievances based on their merit. The filing of frivilous grievances does little to foster union goals and clearly does not contribute to the development of mutual respect.

Collective bargaining has had a profound effect on the role and function of front line administrators. Administration by definition involves the making of decisions and under collective bargaining a large number of these decisions are now subject to challenge. Charles Rehmus views the central question facing administrators as: "Do we as managers think that this is a decision so fair and right that we can prove it to an experienced neutral who does not work for this organization."[19] While the specter of arbitral review looms over almost every decision made, the prime concern here is what steps does the administrator take when the grievance is first filed.

During the initial presentation of a grievance by a faculty member, union representative or both, it is vital that the administrator discover the exact nature of the grievance and the facts involved. Often parties carry grievances all the way to arbitration with no agreement as to the exact nature of the dispute. In such cases the parties depend on the arbitrator to determine the nature of the disagreement. This situation is found in either very complex cases or in those where the parties fail to properly investigate the

grievance at the first step. Resolution of the grievance at the lowest level is encouraged, for the grievance assumes added import in the eyes of the parties as it progresses up the grievance ladder. In unfortunate situations a grievance may become a battle of will or test of strength between top level union and management officials. In such situations, the disposition of the grievance may be determined by tactical and political considerations rather than the merits of the case.

In receiving a first step grievance, the administrator should remain calm and avoid debating the merits of the case until all the facts are available. Usually the burden of proof rests with the grievant and it may be wise to let the person tell his/her story free of interruption. The administrator should listen and take notes. The administrator should strive to have the person presenting the grievance indicate which (section(s) of the contract is in question, who was responsible for the decision that led to the grievance, what other considerations are involved and the date, time and place the problem occurred. If the grievance is beyond the informal complaint stage a grievance report form requesting the above information would be of great value. Once the administrator is sure he/she understands the nature of the grievance it is wise to double check. This may be accomplished by repeating the story back to the grievant. For example, the administrator might say: "Let me be sure I have this straight, you are telling me that on..." In all cases the grievant should be given a fair opportunity to present his/her case. Debate and "on the spot" decisions should be avoided.[20]

The Union's Role and Obligations

When a faculty organization is certified as the exclusive representative of all members of the bargaining unit it assumes the legal obligation to fairly represent each and every faculty member, regardless of their membership status in or attitudes towards the organization. The labor agreement negotiated covers all the faculty regardless of their status as members in the labor organization. Thus, when a faculty member or group of faculty feel grounds for a grievance exists it is incumbent upon the union to provide representation in the matter. The degree of representation is a matter for the employee(s) and union to work out. A general rule of thumb is that the union, upon receipt of a request, is required to represent a faculty member up to but not including arbitration. The United States Supreme Court in Vaca v. Sipes has stated that employees may sue and obtain damages from an employee organization which fails to provide adequate representation. The Court, however, rejected the argument that employees have an absolute right to have their grievances taken to arbitration.[16]

If an employee does not desire union representation in the processing of his/her grievance the matter becomes more complex. The Supreme Court in Republic Steel Corporation v. Maddox found that an employee who: "had not attempted to use the contractual grievance procedure to enforce his right to benefits under the collective agreement was precluded from instituting court suit against the employer for this purpose."[17]

Upon conclusion of the meeting the administrator should review his/her notes on the matter. If the grievance is denied and the union appeals the record of the initial hearing may be valuable evidence in subsequent meetings.

Prior to rendering a decision, the administrator should consult the labor agreement. Two key questions need to be answered at this stage. First, is the situation in question covered under the grievance definition in this contract? Second, is the grievance timely, that is properly filed under the time limits provided in the contract? If the answer to either of these questions is in the negative the grievance must be denied. However, denial of grievances on technicalities in situations where real questions of equity exist may not foster mature relationships. It should be noted that denial of a grievance on technical grounds does not preclude the administrator from attempting to fashion a remedy. Consider the following example. The contract provides that faculty be given 48 hour notice prior to classroom observation of teaching effectiveness. Further the contract indicates grievances must be filed within 15 days of the occurance. The faculty member in question clearly did not receive the 48 hour notice, however he filed the grievance 16 days later. The grievance should be denied as being untimely, however the administrator may well suggest an additional classroom observation and insure that the requirements for proper notice are met.

If a grievance is valid and properly filed the administrator should proceed to investigate the matter. All persons involved in the event that led to the grievance should be interviewed. Vital additional facts may be discovered. The labor agreement should be studied and

much time and effort can be saved by checking if similar grievances have been filed and settled. Each institution should maintain a record of all grievances filed and subsequent disposition. When investigating a grievance the administrator may desire to consult the college's rules and policies and obtain advice from senior level administrators. Only after a grievance has been investigated and all the possible facts established should a decision be made.

The decision should be promptly forwarded to the faculty member and a copy provided to the union. The decision should be clear, hopefully objective and lacking overly hostile language. Additionally, the administrator should explain his/her position on the matter. A mere "no" may only encourage appeal to higher levels. Reasoned consideration of the grievance may convince the grievants that they have received fair treatment. If a decision is unsatisfactory to the grievant further debate on the merits may be unwise. If the union and grievant desire to appeal they will do so. Where decisions are appealed the administrator should review his/her record of the case and forward the complete record to the person responsible under the next step in the procedure.

Conflict is inherent in all collective bargaining relationships. It can be a destructive or productive force in institutional decision-making depending upon the maturity and attitudes of the parties. Attainment of a mature relationship rests upon the ability and willingness of the parties to recognize their differing and common interests. Contract administration and grievance processing represent the essence of conflice management. It is the joint responsibility of labor and management to administer the agreement with an eye towards mutual survival, equity and the attainment of institutional goals.

FOOTNOTES

1. For an intensive discussion of this point see:

Homans, George C. The Human Group. New York: Harcourt, Brace, 1950.

Mayo, Elton. The Social Problems of An Industrial Civilization. Cambridge, Mass: Harvard University, 1945.

McGregor, Douglas. The Human Side of Enterprise. New York: McGraw-Hill, 1960.

2. Frank Elkouri and Edna Asper Elkouri, How Arbitration Works (Washington, D.C.: Bureau of National Affairs, Inc., 1976), p. 110.

3. The President's National Labor-Management Conference, Nov. 5-30, 1945 (U.S. Department of Labor Standards, Bull. No.77), pp. 45-46.

4. Walter H. Powell., "Making the Contract a Benefical Instrument of University Governance," in Handbook of Faculty Bargaining, edited by G.W. Angell and E.P. Kelley (San Francisco: Jossey-Bass, 1977), p. 374.

5. Elkouri and Elkouri, How Arbitration Works, p. 106.

6. Ibid.

7. Ibid,. p. 109

8. Ibid.

9. Ibid., p. 112.

10. For an intensive discussion of this point see:

Finkin, Matthew. "The Arbitration of Faculty Status Disputes in Higher Education." Southwestern Law Journal 30 (spring 1976): 389-434

Levy, Harold. "Academic Judgment and Grievance Arbitration in Higher Education" Special Report 20, Academic Collective Bargaining Information Service: Washington, D.C., 1975

Weisberger, June. Faculty Grievance Arbitration in Higher Education: Living with Collective Bargaining. New York: Cornell University, New York State School of Industrial and Labor Relations, 1976.

11. W. Todd Furniss, Grievance Procedures: A Working Paper (Washington, D.C.: American Council on Education, 1975), p. 19.

12. Fairleigh Dickinson University and Fairleigh Dickinson University Council of American Association of University Professors. Case Nos. 22-uc-44 and 46, December, 1976, 227 NLRB No 40, 94 LRRM 1044 (1976).

13. Collective Bargaining Agreement Between The Board of Trustees for the Connecticut Regional Community Colleges and Local 129, Congress of Connecticut Community Colleges, AFSCME, Conn. Council 16, AFL-CIO, Article VII: Section 2C. pg. 11.

14. Elkouri and Elkouri, How Arbitration Works, p. 122.

15. Ibid.

16. Vaca v. Sipes, 87 S. Ct. 903, 914; 64 LRRM 2369 (1967).

17. Republic Steel Corporation V. Maddox, 85 S. Ct. 614, 616: 58 LRRM 2193 (1965).

18. "A Manual: Labor Relations for Supervisors," (Washington, D.C.: Labor-Management Relations Service, 1976), p. 18.

19. Charles H. Rehmus, "Alternatives to Bargaining and Traditional Governace," in Faculty Power: Collective Bargaining on Campus. edited by Terence Tice (Ann Arbor: ICLE, 1972), p. 97.

20. "Labor Relations for Supervisors," pp. 20-26.

A THEORY THAT EXPLAINS INSTITUTIONAL CHAOS

Cliff M. McIntosh

Director
Quetico Centre
Atikokan, Ontario

A Theory That Explains Institutional Chaos

By

Cliff M. McIntosh
Director
Quetico Centre
Atikokan, Ontario

How would you complete the following statements:

"When it comes to learning how to do something, I learn best by..."

"When I think about what I want from a job, I want..."

In mid-June I asked the foregoing of 42 people attending an International Institute on the Community College held at Lambton College in Sarnia, Ontario. In all there were 400 people at the Institute representing most Canadian provinces and some US states. All were employed as administrators or teachers in colleges or as administrators in Federal, Provincial or State government departments.

The 42 were people participating in two workshops I conducted on an explanation of the institutional chaos that seems to be rampant in educational institutions. I used Graves' Levels of Existence theory as the framework for exploring the existential levels of the people in the workshops and their fit with the administrative systems of colleges and government departments.

At the beginning of each workshop, I asked the participants to complete a two-part instrument based on Graves' theory. Each of the statements in it had six descriptive alternatives corresponding to Graves' existential levels: tribalistic, egocentric, conformist, materialistic, sociocentric and cognitive.

Each person was asked to rank order the alternatives from most preferred to least preferred. The results from these rankings were used to illustrate differences in values among people in the workshops and differences in values between the work situation and the learning situation.

The management systems, administrative practices and educational methods of most educational institutions are based on a combination of the tribalistic and conformist levels. If the existential levels of the students, teachers and administrators are different, there will be a breakdown in the systems and practices and the methods will be ineffective.

The tables in the next column summarize the responses of the two workshop groups. I have also included a third sample gathered by Doug Delahunt of Inland Steel Mining Company.

He gathered these data from 13 managers and superintendents attending Inland's Advanced Management Seminar.

The words on the left are Graves' existential levels. A and B are the workshop results and C is the Inland result. The numbers below each letter are the numbers of persons selecting the corresponding existential level.

When it comes to learning to do something, I learn best by...

	Most Preferred Samples			Least Preferred Samples		
	A	B	C	A	B	C
Tribalistic	2	0	1	8	12	6
Egocentric	1	0	0	1	1	0
Conformist	0	0	0	9	9	5
Materialistic	10	14	9	0	1	0
Sociocentric	3	2	2	1	0	0
Cognitive	3	7	1	0	0	2
Total	19	23	13	19	23	13

When I think about what I want from a job, I want...

	Most Preferred Samples			Least Preferred Samples		
	A	B	C	A	B	C
Tribalistic	0	0	0	12	13	9
Egocentric	3	2	0	0	2	0
Conformist	0	0	0	3	4	4
Materialistic	0	0	3	4	3	0
Sociocentric	8	9	3	0	1	0
Cognitive	8	12	7	0	0	0
Total	19	23	13	19	23	13

One must always keep in mind that a paper-and-pencil exercise is not and cannot be reality. However, it does provide some interesting data for speculation about what is happening in education institutions. What can one interpret from the tables?

Again, most organization systems, practices and methods grew out of a time when the bulk of the population was centered at tribalistic or conformist existential levels. Those levels are indicated on the next page.

LEARNING: "I learn best by being shown step by step what it is I am to do and shown again until I get it right (tribalistic)."

"I learn best by being told what is expected of me with the reasons why and ten told and shown how it should be done; being "zapped" by my instructor when I make a mistake (conformist)."

JOB: "I don't care what the job is as long as it is steady; the pay reasonable; I know what my superiors want me to do; and I am not subject to unexpected lay-offs (tribalistic)."

"No matter what the job, if it is important to the organization, and I do it in the manner expected, faithfully and well, the organization should look after my future (conformist)."

As indicated by the responses, no one most preferred the conformist level. The tribalistic level was least preferred by most people in the three groups. The misfit between the systems, practices and methods of the institutions and the existential levels of those who are in them, ensure institutional chaos.

The possible source of some of the chaos becomes even more evident when one looks at the data on job preference. Keep in mind that those in A and B are administrators and teachers, and those in C are managers and superintendents in mining and manufacturing.

When it comes to learning, the materialistic level was the most preferred by 60% of the respondents. In the last few years educational methods consistent with the materialistic level have begun to emerge. Examples are performance objectives, the project method, the whole array of individualized audio-visual technology. The materialistic level is described as:

LEARNING: "I learn best by being told the desired performance standards, allowed to figure out how to do it by myself, to evaluate my performance and take corrective action."

As well, 32% of the respondents most preferred the sociocentric or cognitive levels:

LEARNING: "I learn best by watching and learning how others go about doing it and finding out from them how they get around problems I could or do run into (sociocentric)."

"I learn best by figuring out on my own, what would be best in the situation and how I can best go about doing it (cognitive)."

If there is to be a match between the institutional framework and the existential level of the people, very different institutions are needed.

Again, no one most preferred either the tribalistic or the conformist levels. Those were the least preferred by 82% of the respondents. There is a significant difference between most preferred for learning and most preferred for job. While the most preferred was sociocentric or cognitive. The latter are described as:

JOB: "I want to work together with friends at a job which all of us think is important, worth doing, where everyone is treated fairly and we have a say in what we are doing (sociocentric)."
"I want a job that gives me freedom to do what needs to be done in the best logical way I can see to do it (cognitive)."

One implication of these results is that while those who instruct or administer educational services value total control over their own way of learning (materialic), when it comes to the job their wants are different. They want to share control with their value peers (sociocentric) or let it be determined by the nature of the task and personal compentence (cognitive).

The bureaucratic structures and administrative practices of organizations are in conflict with the values of the bulk of the population of those in each of the samples. Bureaucracies demand conformity and a hierarchical power structure. But if the sample reflects trends in the society, people want more association with one another, more freedom to be self-directing or directed by a valued peer group or to let the nature of the task determine what is to be learned and how work is to be done.

Picture what happens when conformity-oriented administrators are confronted by change that cannot be managed using past practices. Picture, too, what happens when a hierarchy-loving conformity-oriented administrator must manage sociocentrics who value sharing and peer relationships.

WOW!

An Employment Exchange Program for College Personnel

By

Robert Moses
Acting Project Consultant
Ministry of Colleges and Universities
Toronto, Ontario

An exchange program offers a convenient and relatively inexpensive means for colleges in different parts of Canada and the world to share ideas and experiences with each other. With economic conditions which insist on financial constraint in education, with little mobility in academic positions, with a relatively young age structure for personnel in most colleges, the opportunity for staleness and excessive stability in the colleges is apparent. Employment exchanges for college personnel is one positive and realistic method of confronting and negating this dismall possibility.

Employment exchanges of college personnel with appropriate people in the private and public sectors as well as with colleagues at other colleges is a useful and practical approach to ventilating and revitalizing the college system. Exchanges bring a better understanding of the methods, goals and objectives of different organizations to the institutions involved as well as to the immediate participants.

An exchange program benefits a college by:

1) assisting in maintaining the vitality and direction of the colleges in serving the needs of the community;

2) having college people benefit from new learning experiences both in and outside the college system, and inviting business people and public servants to come to work at the colleges which will allow the colleges, through the eyes of these "exchangees," to take a different look at themselves;

3) bringing additional relevance to the classroom and to the staff-student relationship;

4) allowing college teachers to experience methods currently employed in their disciplines in a work setting.

College personnel benefit by participating in a novel and constructive experience which encourages taking a fresh look at one's responsibilities and methods of carrying them out at the college.

Outside organizations benefit from involvement in exchange by:

1) the availability of a new and broadening experience for managerial candidates, perhaps to tie in with the company's staff development program;

2) the expertise of enthusiastic participants from the colleges who have chosen to apply for exchange;

3) having information made available first-hand about the educational system's input into the business community and government;

4) favourable public and personal relations for the organization which will be developed in the community and the colleges as exchanges occur.

The Ontario Ministry of Colleges and Universities has initiated an exchange program with the aim of encouraging greater mobility and experiential opportunities for employees of Ontario's Colleges of Applied Arts and Technology. The idea for this proposal was first discussed by Doug Light, President of Centennial College, J. Gordon Parr, Ontario

Deputy Minister of Colleges and Universities, and Phil Adams, Assistant Deputy Minister of College Affairs and Manpower Retraining.

A pilot project of three exchanges involving six people occurred between the Ministry and Centennial College in 1976-77 in order to demonstrate the feasibility of an exchange program. Michael Park, Russ Hinds and Ray Vafa went from the Ministry to Centennial College in exchange for Bernie Friedman, Omar Majid and Robert Moses. Assignments were arranged in advance and with the agreement of all those involved. The results have proved to be very encouraging. Russ Hinds was a project consultant on a capital project at Centennial. Michael Park taught English. Ray Vafa taught Business courses and looked after some special projects. Bernie Friedman did a study of the relationship between certifying bodies in community colleges. Omar Majid was involved in the Industrial Training Modular System Project. Robert Moses conceptualized and created the structure of the Exchange Program and did some other projects. All agreed the experience was valuable.

The Ministry has expanded the Exchange Program to include all those Ontario C.A.A.T. s which wish to participate. Representatives in business and industry and all ministries of the Ontario Government also were invited to participate. The mechanism involved was:

1) Contact people for exchange were named at the participating colleges.

2) A standardized application form was made available to college participants and to those from outside the schools (in industry, etc.).

3) Master lists of staff, who, having agreement of the college administration, wished to be exchanged were obtained from college contact people.

4) Master lists of external organizations were obtained.

5) Information from both master lists was matched and circulated.

In addition, letters of intent should be signed by participants at the time of exchange in order to clearly state employment responsibilities and expectations. An evaluation factor which will attempt to measure the outcome of the exchanges will be built into the program.

Four population groups are seen as likely participants in exchange program!

1) people with a high mobility factor in their lifestyles;

2) those with families and children at school who do not wish to relocate but would participate in local exchanges, with industry for example;

3) those with grown-up families and consequent freedom from immediate family responsibilities;

4) those adventurers who are willing to try something for its own sake despite temporary difficulties of relocation.

Phil Adams' College Affairs and Manpower Retraining area is directly looking after the program and John Campbell, Coordinator of Staff Development, is responsible for it. They can be reached at the Ministry of Colleges and Universities, Mowat Block, Queen's Park, Toronto, Ontario.

The Ministry feels that the program will succeed substantially and serve a very useful purpose for the college system. The main practical requirements for successful exchange in this program are:

1) The program can only work with the full cooperation of all those involved. Hence, every exchange must be entirely agreeable to all parties; the individuals being exchanged and the organizations involved.

2) There is no financial expense involved in the Exchange Program as all participants are paid by their permanent employer and maintain their customary salary and benefits.

3) A central clearing house be established to co-ordinate the project.

An exchange program can be a very useful tool in facilitating constructive and practical experiences for college personnel. However, it should not be forgotten that the overall goal of exchange is to expand and improve resources available to students and bring greater depth and reality to the classroom.

CONSTRUCTING ASSESSMENT MEASURES FOR ADULT VOCATIONAL OUTREACH DELIVERY SYSTEMS: A Progress Report on the AAVE Project

by

Dr. Ronald R. Murphy
Assistant Professor

Washington State University
Pullman, WA 99164

There are at least four broad sets of variables to consider in determining what constitutes an effective delivery system for community college outreach services. Those are: (1) who the clientele are, (2) what the clientele's interests are, (3) what the college has to offer, and (4) how the college offers its services. In September, 1976, Washington State University began an 18 month research investigation of those variables in order to identify and describe what constitutes an effective community college outreach delivery system. The project, the "Assessment of Adult Vocational Education" (AAVE), was made possible by a grant from the U.S. Office of Education.

The AAVE Project, now in its third quarter of operation, is designed to survey adult occupational education delivery systems and their clientele in non-metropolitan areas of Idaho, Oregon, and Washington. The survey sample includes both of Idaho's two community colleges, ten of the Oregon community colleges, and twelve of the Washington colleges. The non-metropolitan criterion of the project limits the investigation to those portions of the colleges' districts 20 miles or more away from the main campus.

The outlying areas of the community college districts -- those 20 miles or more from the main campus -- are chosen as targets for the AAVE study because people in those areas would have similar difficulties in attending campus-based courses. Such a focus is supported by previous studies (Medsker and Tillery, 1971, p. 11; Knoell and McIntyre, 1974, p. 96) indicating that such rural and remote areas are difficult ones for colleges to serve. By studying the rural and remote area of college districts, clientele who have an exclusive need for outreach services could be examined.

The Oregon community college system is the product of a 1961 statute (Oregon, 1963). That statute gave particular attention to the establishment of community college districts of a size that could serve all area residents. However, a subsequent study by the Oregon State Educational Coordinating Council (1968) indicated the rural residents of the state's eastern, southern, and coastal regions had "extremely limited programs available to them."

Likewise, the Washington community college system has consolidated by a 1967 regulation which called for equity of service to all residents of a community college district (Washington, 1967, Section 25). Watness' study (1969) of adult education in Washington community colleges, however, showed a disparity in outreach services provided to rural areas.

Given those problems with providing outreach services, the AAVE Project staff set about finding out which ways colleges are effective in meeting the needs of district clients who cannot attend campus educational activities.

Project Objectives

The AAVE project has essentially four main objectives:

1. To identify adult vocational education programs and courses offered by community colleges in Idaho, Oregon, and Washington. (see maps)

2. To identify and describe exemplary delivery systems for providing adult vocational education in nonmetropolitan areas.

3. To identify adult vocational programs available through other public agencies and to assess articulation of those programs with those of the community colleges.

4. To identify, analyze, and report information regarding innovative delivery systems used by community colleges and agencies in providing adult vocational education to rural areas.

The Purpose

The purpose of the project is two-fold. It is designed to provide adult occupational education agencies and institutions with a descriptive model of outreach delivery system alternatives that tend to fit geographic characteristics of the service district clientele. Also, the project will provide a model assessment design to identify these same attributes for adult education in other community college systems.

The Approach

Officials in the state agencies responsible for community college education were contacted early in the project to garner their support and cooperation. With state agency help an ad hoc advisory committee was formed to review the instrument and procedural development of the project.

An approach was developed to: (1) identify exemplary delivery systems, (2) conduct a needs assessment for adult occupational education outreach, and (3) describe the demographic characteristics of

district residents. The first element required two instruments: one to collect data about administrative functions and two to collect data about programs and their teaching staff in outreach. The second element required one instrument to collect data about the participants and non-participants in the outreach attendence areas.

The Unique Contribution of the AAVE Project

A few of the current national studies of adult vocational education have focused on adult participants, such as the Wisconsin Senior Survey, (1975); "Project Focus," the San Diego Study; and The Minnesota Follow-up questionnaire, (1976).

None of the recent state or regional investigations have dealt with non-participants. Only the Carp Study, (1975) dealt with participants and non-participants of adult education, which is one of the most comprehensive to date. Ratcliff, (1976) in a study for his dissertation found that very little was known about rural adults' education needs. Also, data is not generally available about the socio-economic characteristics of adults participating in post-secondary education at outreach locations. The AAVE project is not only examining the needs of participants and non-participants, but also will provide an analysis of significant socio-economic characteristics of areas.

Level of Specificity for Program Planning. One of the primary tools that will be tested by the AAVE project is a system to allow community colleges to make assumptions about courses to be offered based on the relationship of critical variables identified as predictible criteria for a particular community. These variables would not necessarily have a dominant influence in all communities. For example, the variable agriculture occupations could have a dominant influence in

one area and not in another. By selecting variables and also relating these variables to demographic and geographic socio-economic characteristics, program planners should be able to identify courses that ought to be taught at the institution or in outreach locations to meet educational needs of the potential student population.

State, Geegraphic and Demographic Considerations

Each of the three states has different means for establishing community college boundaries. The process for contracting services to the community colleges varies greatly from one state to another. School district lines are treated differently in some cases. Public schools in some outreach areas provide services and courses that might otherwise be in the community college domain. Private schools and correspondence courses, etc. play a greater or lesser part in adult education depending on its degree of development. Transportation variabilities and access to programs due to existing roads and conditions also affect attendance. The survey techniques and the content of the instrument are to assist the project staff in accounting for these variables and in showing how they may affect the adult vocational education delivery system.

Instrument Development

Four instruments have been developed for the AAVE project. These are: (1) the Administrative Function Interview Schedule which will be used to gather informative data about programs, facilities, fiscal management, advisory committees, evaluation, and needs assessment; (2) Program and Course Information Interview Schedule which will be used to identify all programs and in some cases to sample programs, describe enrollment characteristics, length of courses, admission requirements,

frequency of use, etc.; (3) Educational Staff Description Questionnaire which will be mailed to the vocational teachers to identify subject area taught, experience relatedness to subject area taught, etc., and; (4) Adult Vocational Interest Questionnaire which will be mailed to a 6% sample of participants and non-participants in the attendance areas of each of the three states' community college districts to identify occupational interest, vocational programs choices, employment information, background information and their attitudes toward adult vocational education.

The instrument development grew out of an intensive literature search of recent studies in adult and adult vocational education. Particular attention was given to constructing instruments to achieve commonality of terms and census data categories. Existing survey forms from studies that dealt with adult vocational education were reviewed to assist project staff in identifying appropriate format and content. From these efforts, draft instruments were developed and reviewed internally by project staff to determine whether project goals were addressed and to achieve common terminology. Once these tasks were completed, copies of the instruments were mailed to an appointed advisory committee made up of community college vocational directors, deans of instruction, and community outreach personnel representing the states of Idaho, Oregon, and Washington. Via conference line telephone calls the advisory committee input has been collected. Input was also received from all 25 community colleges in regard to instrument content, availablility of information, accessibility of information, format of instruments, etc. through an on-site visit or by telephone. These comments, suggestions, and concerns of the adult vocational educators

outreach personnel, etc. have been incorporated into the polished instruments. An internal review of the instruments was made by our own university specialists in computor programming, survey techniques, and adult education to improve the content and ease of administration. Where rights to privacy are of concern, these instruments are subjected to the University's Human Subjects Review Panel.

All instruments are in the final stages, being readied for data collection which is planned for the months of June, July, August, and September, 1977. The site visits have been schedul ed. Data summaries will be made in September, 1977; analysis and findings will be reported to the participating community colleges and U.S.O.E. in early 1978.

Those interested in the results may contact Dr. James L. Ratcliff, Project Director, Washington State University, Cleveland Hall, Pullman, WA

Bibliography

California Advisory Council on Vocational Education. Project Focus. Career Education Unit, San Diego Unified School District, 1976.

Carp, Abraham; Peterson, Richard; and Roelts, Pamels. Adult Learning Interest and Experience, Jossey-Bass, San Francisco, California, 1973.

Coordinating Council for Occupational Education State of Washington. Guidelines for Cooperative Vocational Education in Community Colleges. Olympia, Washington, 1976.

Cross, K. Patricia; Valley, John R.; et. el. Planning Non-Traditional Programs. San Francisco, California: Jossey-Bass, Publishers, 1975.

Educational Testing Service. Adult Educational Interest Questionnaire. Princeton, New Jersey: Educational Testing Service, 1974.

Fry, Edward. "Readability Formula that Saves Time." Journal of Reading, 1968.

Holland, John R. The Occupational Finder. Palo Alto, California: Consulting Psychologists Press, 1974.

Knoell, Dorothy and McIntyre, Charles, Planning Colleges for the Community. San Francisco: Jossey-Bass, 1974.

McIntyre, Catherine E.; Wales, Christy A. Evaluation of a Non-Traditional College: Costs and Effectiveness. Research Planning Office, Washington State Board for Community College Education. Seattle, Washington, October 1976.

Medsker, Leland L. and Tillery, Dale, Breaking the Access Barrier: A Profile of Two-Year Colleges, Carnegie Commission on Higher Education. New York: McGraw-Hill, 1971.

National Center for Educational Stastics. Director of Postsecondary Schools with Occupational Programs. U.S. Department of Health Education and Welfare, NCES, 1973-74, pp. 76-162.

Olexa, Joseph S. Community Attitudes Toward Southwestern Oregon Community Colleges. Eugene, Oregon: Oregon Research Institutes, 1977.

Oregon, State of Educaitonal Policies Commission, Community College Guidelines for Oregon, Salem: State Printing Department, 1963.

Oregon, State of Educational Coordinating Council, Coordination of Continuing Education and Community Services in Oregon, Salem: State Printing Office, 1968.

Purcel, David. Follow-up Questionnaire. Vocational Follow-up System, Department of Vocational and Technical Education, University of Minnesota, Minneapolis, 1976.

Ratcliff, James L., "An Analysis of Community-Based Policies for Community Services in Selected Nonmetropolitan Two-Year Colleges of the Northwest," 1976

Strong, Merle; Lambert, Rober H.; etc. Wisconsin Senior Survey. Wisconsin Board of Vocational Technical Education, University of Wisconsin, Madison, Winconsin, 1975.

Washington, State of. The Community College Act, Laws of the 1967 Session, Chapter 8. Olympia: 1967.

Watness, Calvia Meredith. "Adult Education in the Community Colleges in the State of Washington," Ed. D. Theisis, Arizona State University, 1969.

Suggestopaedia - An Educational Equalizer

By

Karen O'Kain
George Brown College
Toronto, Ontario

Suggestopaedia, a teaching method developed by Dr. Georgi Lozanov, is not to be confused with sleep learning or learning under hypnosis. It is, according to Dr. Lozanov, a method in which careful use of positive suggestion improves the learner's confidence in his ability to learn, resulting in memorization of large amounts of material in a short period of time. Other desirable outcomes of use of the method are reputed to be disappearance of psychosomatic disease and a psychotherapeutic effect.

Concern is frequently expressed that this may be a method of "brain-washing" or conditioning the subject. It is Lozanov's opinion that this is impossible because of the existence of anti-suggestive barriers which protect us from psychological harm - just as the skin and other body structures protect us from physiological harm. Lozanov describes these barriers as:

1) conscious critical thinking - in which the brain refuses to accept anything which is not clearly reasoned and logical.

2) intuitive - affective barrier - an unconscious refusal to accept anything which does not establish a feeling of confidence.

3) ethical barrier - an unconscious refusal to accept anything which violates the ethical code of the individual.

If one were to present an idea or suggestion to the learner which was blocked by any one of these barriers then all the material presented would be rejected.

The first task of the teacher using Suggestopaedia is to "de-suggest" the learner, to get rid of the learner's belief that learning is difficult. This de-suggestion and the subsequent rapid mastery of the subject matter depend upon the following characteristics:

1) Authority - of the teacher, not in the sense of a whip-cracking dictator, but rather through the knowledgeable, assured presentation of the material to be learned.

2) Two-plane set up - composed of the linguistic code (body of infor - mation) and the non-verbal components of communications. The carefully composed verbal message is positively reinforced with non-verbal communication.

3) Intonation - an aspect of the non-verbal behavior of the teacher. The material to be learned is repeated using a variety of prescribed intonations.

4) Rhythm - in the concert phase of the session the teacher reads the material rhythmically over a background of Baroque music in 2/4 or 4/4 time.

5) Concert-like Pseudopassivity - a state of relaxed alertness during which, Lozanov says, large amounts of material can be memorized. An important component of this state is rhythmic breathing; not unlike that used in Yoga relaxation exercises.

Although the method has been used chiefly in foreign language training it is now being applied in other courses. Some schools in the United States are doing remedial reading with children for whom all other methods have failed. These children are showing gains of at least one grade in just twelve weeks. The method also is applicable in teaching motor skills such as typing.

Suggestopaedia is far less a departure from what is being done in North American classrooms than it is for traditional European schools. It is a humanistic approach to the student. Although Lozanov has claimed that adaptations of the method would reduce its effectiveness it appears from reports published in the states that adaptations can be used with significant effectiveness.

CANADIAN STUDIES AND TECHNICAL AND VOCATIONAL EDUCATION

By

Jim Page
Project Officer
International Office and
Canadian Studies Project
Association of Canadian
Community Colleges
Willowdale, Ontario

Over the past ten years there has been concern expressed about the failure of the school system to teach Canadian children about their country. There have been reports written like Hodgetts' What Culture? What Heritage? and Massey's Canadian Studies in Canadian Schools which document the elementary and high school records in history, civics, literature and social sciences. Recently, the Commission on Canadian Studies reported on the state of teaching and research about Canada in post-secondary institutions. For the first time Canadian content in the sciences and in the professions was scrutinized.

There are a number of observations found in the Commission's examination of the universities which can be commented on in relation to the community colleges. This afternoon, I would like to share some observations about Canadian content in engineering and technology and business. In the second part of our allotted time, I hope you will share your comments and concerns with our colleagues at this session.

There is the often expressed view that the term "Canadian Studies" ought to be applied exclusively to the Arts and Letters, or to human and socio-economic questions; that, because of the universal bias of science, it is inappropriate to speak of"Canadian Science" or "Canadian Engineering"; that science and technology transcend all cultural and national boundaries and consequently cannot be national in character.

The fact is, that science is not just a set of laws. As one writer pointed out to the Commission, science is "an activity which involves people, attitudes, aims and processes. As such, it is as much a part of the cultural fabric of a nation as it is a pillar of technology." Scientific laws may be universal but scientific practice is not.

Science is very much part of the culture of a country. Indeed as another writer pointed out to the Commission "science is the most important element in the culture of our time. It has more that is new to tell us about who and why and what we are than has any other contemporary branch of knowledge."

The Commission pointed out that Engineering is often thought to be "value free" but it is full of cultural implications as well. Engineering, like science in general, is international in scope and impact. This is particularly true of solutions to basic engineering problems. However, engineering, especially the application of engineering theory, cannot be divorced from the culture of the country and the society in which it is studied, taught, or practiced. Indeed, it is part of that culture, both shaping it and being shaped by it. In practical terms, a large part of engineering as taught, researched and applied is very much a Canadian Study.

Engineering has played an enormous but largely unrecognized role in the development of Canada. The results of the work of Canadian civil and structural engineers, for example, are visible everywhere across the country in the form of railroads, highways, bridges, dams, airports, harbour fronts, buildings, and the other end products of construction. The work of other engineering disciplines, while usually less visible, is no less significant in shaping the character and the life of the country. Resource development for example, depends upon engineering knowhow. Most environmental matters come within the purview of the engineer. Engineers are concerned

with the circumstances in which people live, and these in turn have a bearing on the social structure and patterns of human behaviour. In their day to day work, engineers provide the infra-structure required for all forms of development. Social progress depends on making use of all the skills of engineers. Engineering, therefore, abounds with social dimensions. It forms the bridge between science and technology on the one hand and society on the other.

The Commission in its report contends that competing national claims to engineering inventions and discoveries are one evidence that national concerns may be relevant to engineering. Canadians may fairly be allowed some national pride in the considerable achievement of the country's engineers. Indeed, as J.J. Brown points out in his book, Ideas in Exile, The History of Canadian Invention, "Canadians have made contributions to world science and technology out of all proportions to their small number." The advice and assistance of Canadian engineers in many different fields is sought all over the world. Not only have we pioneered a number of rather important areas, for example the CANDU Nuclear Power System, but Canadian engineers have been responsible for major break-throughs in the technologies of resource extraction, particlarly in connection with hard-rock mining, pipe-lines, and other related material-handling techniques. Canada is a world leader in water power engineering and in winter construction methods. A computer print-out that I received just recently from CIDA detailed page after page of projects in various parts of the world funded by that agency in which Canadian Community College engineering faculty were involved in an advisory capacity.

When one thinks of the impact that engineering research and the application of engineering techniques have on the development of our cities and on our life styles, one cannot escape the conclusion that engineering does have a traumatic and powerful social impact. Even though we have developed engineering techniques in certain areas that are appropriate and suitable to the needs of our society, there are many other

areas in which we fail. The reason that we fail, I think, is not because of a lack of talent or of capacity, but because of a failure to recognize for example, our future energy needs and areas of application. Further, representations to the Commission on Canadian Studies argued that, despite the record of achievement in engineering, professional practice in Canadian engineering tends to borrow automatically and excessively from American engineering practice and to assume that what it borrows will be suitable for application in Canada despite appreciable differences in conditions and circumstances including those of climate, culture and terrain. It is in this sense especially, that some Canadians believe engineering in Canada lacks Canadian content. A brief to the Commission from the Dean of a Faculty of Environmental Science stated "much of our professional practice in Canada emulates American approaches and solutions to social and design problems. When these practitioners enter the teaching field, they bring with them mental sets and modes of operating and teaching; our students are trained accordingly." Other briefs echoed the same theme: Canada must find ways and means to develop our own engineering competence and to encourage innovative solutions appropriate to Canadian problems and to the structure and dynamics of our society. As one brief put it, "you should not be constantly seeking out so called comparative models from which we will extract mediocre solutions".

It was suggested that many American owned industries in Canada often do their design work elsewhere and only use engineers in Canada to operate their plants and market their products. "Obviously" one observer stated "such engineers do little design work and have few opportunities to contribute to Canadian content in engineering".

The impact of such an issue ought to be debated in every engineering department or division in the country. A recent study by the Association of Professional Engineers in Ontario entitled The Report of the Committee on "Canadian Engineering

for Canadian Engineers" edited by O.J. Zanatta, confirms that the "importation of foreign engineering now appears not only to be inhibiting further growth, but to be eroding the profession's existing capabilities and that Canadian manufacturing subsidiaries of foreign companies are large purchasers of imported engineering and engineering type services". The study indicated the probability that payments to non-residents for professional fees in 1969 represented some 10,000 engineering jobs. It also found evidence that many public and private bodies were ill-informed as to the true nature and extent of Canadian engineering capability and that this led to unnecessary reliance on foreign consultants. From the many submissions, reports and accounts reviewed by it, the Zanatta study concluded that "many varieties and types of engineering are being imported. In some instances, for example refinery design and construction, virtually all of the engineering for Canadian projects is done by foreign engineering and almost all of it is done abroad. A large amount of Minerals Benefication Engineering for Canadian projects is imported, although Canadian engineers get a share of this type of work. Tar sand developments appear destined to be done by foreign engineers. Refering to medium and small consulting engineering and allied projects, it seems that foreign engineers are engaged in practically every type in Canada. These include buildings, buildings services, traffic engineering, flood control, factories, utilities, etc. Canadian consulting engineers and engineering firms often seek the "expert" advice of their counterparts in the U.S.A.".

In support of the view that the Canadian engineering potential has been underused, many briefs to the Commission on Canadian Studies cited examples of failures by Canadians to utilize their own creative resources in dealing with indigenous engineering problems. One example cited by the Commission was the failure to incorporate all available knowledge into the search for solutions to the problems of snow and ice. This theme was well-developed and thoroughly documented in a recently prepared report by Wilson Eedy for the National Research

Council of Canada. This report, entitled Environmental Cause - Affect Phenomena Related to Technological Development in the Canadian Arctic, stressed the urgent need for: "quantifiable data on the long term effects of Arctic road construction; more research and development related to waste disposal problems associated with liquid and gas pipelines; research on the environmental impact of construction of dams; and impact studies on certain mining problems in the Arctic or in northern settlements, for example, poor flushing rates caused by low rainfall, problems with construction of dykes to hold tailings in perma-frost terrain and problems of mine effluence".

More generally, representations to the Commission, including many from engineers themselves, express the view that despite the enormous impact of engineering on Canadian culture, the engineer is not being trained to understand this influence and the responsibility that it places upon him to bring to his work an informed understanding of the culture of the community he is serving. Engineering and technology graduates will very frequently be in positions in which they must make value judgements that will affect our society. Because of this, the Commission concluded that the professional education of Canadian engineers and technologists should include courses that place these things in their social context.

One reason for doing this, is that the record would indicate that often engineering developments are created without an eye to their social consequences. As one engineer suggested to the Commission, "I am sure that some of our social and technological collisions, such as that generated by the snowmobile, might have been averted if there were a forum for the discussion of their impact"

We can learn from others in this regard. Two recent innovations of the Department of Mechanical Engineering at Imperial College in London, England suggest the kinds of steps that can be taken to place engineering education in a

social context. The first is the introduction of an optional course in "technology and society" into the final year of the existing course in mechanical engineering. Its purpose is to demonstrate to future engineers how their activities will be related to those of the rest of society, and to equip them with more of the social knowledge and capabilities that they will require in making many engineering decisions. A course of this kind in the technology programmes of Canadian Community Colleges might be considered. The second innovation is a new undergraduate course in total technology offered at the Imperial College designed to provide engineering graduates with an integrated set of attitudes and skills that will equip them to cope more effectively with the type of open-ended problems they are likely to face in industry.

The Commission on Canadian Studies suggests that we should examine the possibility of offering similar opportunities for Canadian students to learn more about the social dimensions of their work. The role of engineering and technology in society is one perspective that too often is missing from traditional courses because of the market orientation of these programmes.

Courses of these kinds could examine not only the present and potential impacts of engineering and technology but also could relate to our students the notable Canadian engineering heritage. Engineers and inventors have had a tremendous impact on the opening up and growth and development of the country. However, the size and importance of this heritage is only dimly perceived by the Canadian public and even by many of those within the profession.

Dr. J. J. Brown's book Ideas in Exile: The History of Canadian Invention, should be required reading by every technology student. He writes that our own Canadian inventive genius was primarily responsible for the variable -

pitch propellor, the gas mask, the wire photo, the snowblower, the walkie-talkie, the automatic post office, the modern system of newspaper photo engraving, the hydro-foil and the electric organ, among other things. For example, he tells the story of the first commercial jet in North America, and the second (by only two weeks) in the world, the Avro jet-liner designed and built in Toronto. In the early 1950's it caused a sensation by flying from Toronto to New York in half the time taken by the conventional planes of the day. This was the first appearance of a jet transport anywhere in the United States and the first time in the world that air-mail had been carried by jet.

At a time when U.S. jets were still at the drawing board stage, Canada had one hopping about between American cities. Test pilot reports on the handling characteristics of the jet-liner were uniformly enthusiastic. The Americans awarded James Floyd the Wright Medal for his jet-liner design. Apparently this is considered a Noble Prize in the aviation world. Many aviation experts think, has the jet-liner been properly handled, it would have been the DC-3 of the jet age. It was a simple aircraft, requiring very little maintenance. Moreover, it was cheap. Every student of Canadian engineering and design should examine the reason why this gold mine, that could have been a source of endless pride to every Canadian, was abandoned at the height of its fame.

When asked this question in Parliament, C.D. Howe offered the lame explanation that it was not a good engineering concept. As if to refute C.D. Howe's statement, Brown says an authoritative American publication, American Aviation, wrote: "The plane operated for two years without a single sign of any problem that would have stunted its future. Its speed would have eliminated any serious airline's thought of buying DC-7's and, in the light of the later British comet grounding, the C-102, would have had the jet transport market pretty much to itself for three or four years and sold in the hundreds in world markets." Instead of buying the jet-liner, Howe ordered two comet jet transports from the United Kingdom for the RCAF. The jet-liner abandonment was a photo-type for the later Avro Arrow disaster. Again, Canadian engineering students should read about these disaster, these sorry stories.

There are other Canadian inventions some of which seem frivolous, some of which are extremely important. Bovril and pablum are two foods developed in Canada that are world-renowned. The world's first electrolytic lead refinery was set up in Trail, B.C. Arborite is a Canadian invention. The process of cheap helium extraction was developed here, the starting-gate for horse races- the automatic starting-gate, was developed by McGuiness and stall type gate was developed by a Canadian named Puett. Steam curing for pre-cast concrete and the world's first commercial radio station are both Canadian feats. Perhaps one of the most important advances in radio-technology, was developed by Ted Rogers who brought into operation in 1927 the world's first batteryless broadcasting station 9RB, which later became CFRB, today one of the largest stations in Canada. Rodgers' invention made easy mobile transmittors possible. In addition, at the receiving end, this AC tube made possible the line-operated radio we know today. His initial claim to fame is so commerated in the calling of station CFRB. CF stands for Canada and RB stands for Rodgers battery-less.

Thomas L. Willson had a profound impact on the electro-chemical industry. Born in Woodstock, Ontario, in 1861, he was only 15 years old when he is reported to have built a DC dynamo. If this is true, it must have been the first dynamo ever built - or even used - in Canada, since Edison's machines began to appear early in the 1880's. In 1880, when he was 19, Willson had developed a street lighting system for Hamilton consisting of arc lamps driven by his electric dynamo. But the early arc lamps were plagued by many problems of adjustment and repair, and Willson's were no exception. Early in 1892, one of his arc furnace experiments consisted of a crystalline material of unknown properties. When a pebble of this new material was dropped into a pail of water, instead of vigorously producing hydrogen gas as did sodium, the new material reacted quietly, producing a gas which burned with a dark smokey flame. Clearly it was a hydro-carbon and Willson wrote Lord Kelvin at Glasgow University to find out what he had produced. It turned out to be calcium carbide and the gas was acetylene. Willson was not the first to produce large enough quantities to make it available on a commercial scale. He sold his process and patents to the Union Carbide Company of the United States. Using the basis of his inventions this has become an immensely wealthy multi-national coporation. Willson's acetylene had by 1903 found its most important use. The oxyacetylene torch was invented then and quickly caught on because it gave a temperature of 6,000 degrees farenheit. Thus Willson's search for a new way of making aluminum in the 1880's ended up in the early 1900's with the oxyacetylene torch, the device that played a key role in the fabrication of all metals, especially in ship-building and the automobile industry. It is interesting to note as an aside that during my primary and secondary schooling in Woodstock Ontario, Willson's birthplace, he was never mentioned, even though we were of course taught how to use the acetylene torch and we were taught about carbides in chemistry class.

The Canadian unwillingness to back inventors and seize on things has of course been demonstrated over and over. Not only did Willson's ideas go south, but so did such missed opportunities as the invention of the electronic-wave organ invented by Morse Robb of Belleville Ontario in 1927. In the United States alone, three hundred million dollars worth of electronic organs were sold in 1965. Canadians could have taken advantage of their opportunity to become the world supplier of the electronic organs, the way the Swiss have become a world supplier of watches. The Robb wave organ was not only first in conception by about 8 years, but it was the first to be demonstrated to the public and press, and the first to be manufactured and released for public sale. The reasons why Robb never did put into full production his organ are many and complex and they relate to the advent of the depression, to Canadian business conservatism, and to Robb's own personal problems. By 1936 Robb threw in the towel and in 1939 Hammond came out with its first full production true electronic organ, and today this company alone attracts hundreds of millions of dollars to Hammond, Indiana each year. That money would have made a big difference to Belleville, Ontario.

Perhaps one of the most interesting examples of an opportunity lost to Canada was in the field of machine tool control by recorded operation. In 1947, we had the world's first such automated machine operating in Toronto, and people came from all over the world to see it. Today this industry has become a multi-billion dollar affair. The inventor, E.W. Leaver, had a very difficult time in attracting Canadian interest to this rather important invention. Leaver, with the help of G.R. Mounce, from Nova Scotia, built the first production tool capable of memorizing a skilled workman's operation and then playing it back to make the product. This basic invention, one of the first contributions to the great field

of automation, was operating in their Toronto plant by 1947 as I mentioned. Characteristically, when financial support for the idea finally came, it came from an American company.

Students in technology programmes and in engineering programmes can learn a lot about this country by examining the record of invention. Not only should they be taught the successes, but they ought to be taught the failures as well, explanations of why people like Leaver, Floyd, and Robb ran into difficulties. To be taught the lesson that Canadians rarely recognize their inventive geniuses and that the vast majority of these geniuses derive little financial gain from their brain children, students have only to examine the experience of Toronto's Norman Breakey who devised, in 1940, the first paint-roller but was unable to produce it in quantity before others jumped in and adapted it as their own. Archibald Huntsman's discovery of the principle of fast freezing fish more than 45 years ago and U.V. Helava's map-making computer shared a similar fate. No Canadian company was interested in gambling on these ideas so that today the Americans are the world's biggest producer of frozen foods and an Italian firm namufactures the map-maker.

It is disconcerting to note that things haven't changed. In 1975-76 the Canadian government sank only 1.6 million dollars into the development of wind and solar power while the U.S. spent $325 million. It is embarrassing to note that the Nova Scotia government refused to give funds or sales-tax breaks to developers of wind and solar-power systems with the cavalier statement that the promotions of "exotic" energy sources are simply playing with the expensive toys of hippies and hobbyists. This in a Province that faces a proposed 65% increase in fossil fuel produced electric power. It is tragic that Canadian governments are clearly expecting to benefit in the future from imported energy technology instead of facing up to the conditions which we face at present.

Having the risk of making the catalogue a boring one, I will conclude this section on technology with the essential point, Canadian Studies is not solely the preserve of the Humanities or Liberal Studies teacher. Learning about Canada is an essential aspect of teaching and learning about technolgoy and engineering. Engineering is often thought to be value-free but it is full of cultural implications. Canadian Studies in the context of technology means that technology students can examine not only the ways of applying scientific knowledge in engineering procedures but the impacts of these things. Further, Canadian Studies means that students in these fields become aware of the Canadian heritage in engineering and science and technology. The names that I have given and the inventions that I have cited are, I'm sure, known to most of you. But I doubt very much if our students will know about these people and these inventions unless we make a conscious effort to bring them to their attention.

A recent report, entitled Science, Mass Media and the Public, h s been released by the Ministry of State for Science and Technology. This volume contained a survey which indicated that more than 80% of the population over age 15 believe it important to be kept informed about science. Yet two-thirds of these people could not name one Canadian scientist. Two-thirds of the people polled were interested in finding out more about specific Canadian achievements in science and learning more about Canadians involved in science. Yet only 19% could identify Banting and Best, or even insulin. This study supports my contention, I think, that students who arrive in our classrooms from secondary schools do not know very much about scientific and engineering and technological achievements in Canada. We have an opportunity to provide the members of our community our students, with information that the survey indicates is of high priority to them.

In the context of business education the Commission on Canadian Studies Report contains a number of important observations. For example, it noted that: " There is no other country in the world, where Business has occupied a more central role in national development." The Commission went on to say that as a consequence, a realistic knowledge of the history and processes of Business and Management in Canada is indispensable to an understanding of this country. It is also essential, the Commission noted, that Business Education programmes be related effectively to the distinctive needs and circumstances of the Canadian Commercial environment, and indeed to those of Canadian society as a whole. Having made these observations, the Commission concluded that Business and Management education is a key area for Canadian Studies and one which has, or should have, a great deal to tell us about the past, present and possible future of our country. Despite the importance of Canadian Business to the development of our country, the Commission found that post-secondary educational institutions here have not addressed themselves as thoroughly as they might to Canadian Business issues and concerns. The reasons for this neglect were listed in the Commission's report.

First among these was that, in Canada, Business education has a relatively short history. In fact, few of the major areas of our National life have received so little study. In contrast, Business education in the United States has long been an important area of work. The Harvard Business School, for example, was founded in 1908. Since then, almost every major American University has developed graduate and under-graduate programs in Business Education or Management Studies to the point that there are now more than 75,000 under-graduate Business degree students in the United States. In contrast to the 350 doctoral students graduating annually in Business and Management Studies from American Universities, only two P.H.D.'s have been awarded in this field by Canadian universities up to 1969. There are implications from this for Canadian Business Schools. The Commission

found that Business Studies programmes in Canadian universities were heavily dominated by graduates from American colleges and universities. Consequently, the Commission found that much of Business Education taught at the university level was couched in terms of American business practices, methods and ethics. A recent study by Dr. Max Von Zur-Muehlen concluded that the presence of a very high proportion of Americans in Canadian Business faculties had injected into Business Studies a strong bias in favour of American principles and practices. In his 1971 study, the good Doctor indicated that this has had some advantages, since American techniques and practices have often been much more advanced than Canadian standards and developments. However, it has also meant that the curricula of Canadian Business Schools have been substantially shaped by those of Business Schools in the United States without due regard to whether such orientations of subject matter are appropriate to Canadian needs.

A second problem noted by the Commission, is the relative neglect of writing and research of special relevance to Canada in the Business and Management field. The Commission on Canadian Studies said that consequently, Canadian Business Schools still depend on foreign, and particularily American cases and readings. In correspondence with the Commission, several Deans of Schools of Business Studies expressed concern about the lack of research, of textbooks and of scholarly publications dealing with Canadian topics and situations. In a brief a former Dean of one of the Canadian Business Schools observed, "We know practically nothing about the origins of business activity in Canada, and, in terms of casework, very little has been done about the impact of the social structure in Canada. I, of course, am not thinking about the sort of thing that Innis did, but rather about the family compact type of approach to business. For many years, nepotism in Management in Canada abounded and the interlocking of directorships has been enormous. Is this one of the reasons why productivity in Canadian enterprise has been lower than that

of many other countries? What has been the impact of the American subsidiary in terms of its effect on Canadian Management? Did the movement of Sears into Canada change the pattern of Canadian retailing in any respect? In other words, the question of social structure, economic policy and management has never been explored. I can think of no area where there is need for more work". Another Dean was concerned about the lack of research in Canada regarding the reasons people behave or perform in certain ways in the environment we call work. " For the greatest part", he said, "most of the research in this area has been done in other countries, and the results have been used here on the assumption that they were valid in the Canadian milieu. But the fact is, there are enough differences in the make-up, attitudes and culture of the Canadian people to warrant Canadian research".

According to another brief to the Commission, research relating to Canadian Business ideology and to the Management of Canadian multi-national firms is, with a few notable exceptions, practically not existant; and in the area of foreign investment in Canada, much of the best work has been done in foreign schools "a record that is hardly commendable by any standard".

These are some of the reasons why, in the estimation of the Commission, education in Business and Management Studies has ignored a number of major Canadian issues and concerns. Although the Commission did not examine the state of Business Education in the community college, the fact that many of us who teach in community colleges are products of the Canadian university system might indicate that our attention and concern has not been focussed on Canadian business issues and practices. Further, many of us have worked for large American multi-national corporations in Canada with potentially the same result.

Is it the case that Canadian Community College students are taught Business

Principles and Marketing Practices without reference to the Canadian context? Is it the case that major issues that face the Canadian Business community and the Canadian public as a whole namely, foreign ownership, resource extraction, energy policy, the impact of the multi-national corporation and the issue of extraterritoriality are ignored in the Canadian college classroom? Is it the case in Canadian Community Colleges that Business Education is taught the same way that it is taught in the United States?

I have a reason for asking these questions. Canada is a country in a peculiar situation as you know. We are very close to the United States, economically, politically, culturally and geographically. Cultural proximity is one of the realities of being English Canadian. Even though we are close to the United States, it is important that we understand that there are distinctions between Canada and the United States. Briefs and representations to the Commission on Canadian Studies repeatedly stressed that there are differences between the Canadian and American business environments. As one brief put it: "You have only to look at differences between the two countries in constitutional and legal traditions, in the political system, and in business-government relations, to appreciate that assumptions which may be valid about business in the United States may not be applicable as such to business in Canada." Some study needs to be made with specific reference to differences between the Canadian and American business environments. Even allowing for disparities in the size and skills of the labour force and in the supply of capital Canada has, for example, much lower levels of output in manufacturing in many fields. Economic environmental factors, such as the tarriff, are important influences and these differ between the two countries. Intra-firm mobility of managers is slower in Canada than in the United States; Americans tend to move into senior positions earlier in their careers; and Canadian training programmes are generally less developed in Canada than in the United States. Processes of

innovation and change are slower in Canada than in the United States, so that the adoption of new technology tends to occur at a slower rate. Often at so slow a rate that, as I have already indicated, we Canadians have not capitalized on our engineering and innovative capacity. Given this range of variable factors and differences in environment, it is clear that Canadian Business Studies require their own methodologies and assumptions.

Corporate efficiency can be defined within the fram works of a mixed economy, a free enterprise economy or a socialist economy. Who the owners are can be decided in a number of ways: owners of capital, workers, shareholders, the State, elected consumers, and so on. One can take the case of the American economy and analyse its characteristics as a working model. But what one might find by looking at Japan's Zaibatsu Institutions, business government relations, and decision making practices, might be radically different. We could examine Yugoslav models of worker management and state control or the Danish models of worker profit-sharing

or the West German practice of electing workers to Governement Boards, a system which has helped West Germany solve labour management problems in a co-operative rather than an adversary system. With our record of strikes we could learn much from their experiences.

The point that I'm making is this, Management or Business education is in many ways culturally particularistic and to avoid seeing it that way is too common in Canada. The definition of what constitutes Business Education in Canada must address Canadian needs, problems and resources. This may mean the development is some kind of Canadian theory or model. But perhaps all models should be analysed for appropriateness and attempts should be made to synthesize the Canadian variation. In the past, for a variety of reasons, the American model seems to have been the dominant one in the Canadian classroom.

It seems apparent, from the Commission on Canadian Studies Report, that teaching programmes need to place more emphasis on Canadian business problems, practices and institutions and on those of countries other than the United States. Although studies of American practices and techniques, have been and can continue to be very helpful, it is not enough simply to adapt these to Canadian circumstances. Encouragement and support are needed for research and teaching that are directly related to the facts and processes of Canadian Business and Management.

What I have discussed so far are broad factors related to business education. Business education can be a Canadian Study in another way. It is quite feasible for us to devote parts of our community college curriculum to studying the business history of the areas in which our institutions are located. There are materials available on the business history of Victoria, Vancouver, Winnipeg, Toronto, Sudbury, Montreal and Saint John, for example. David S. Macmillan's Canadian Business History,

Selected Surveys, 1497-1971, provides a useful starting point as does the more controversial two volume study by Tom Naylor entitled The History of Canadian Business, published last last year by James Lorimer. O.W. Main's The Canadian Nickel Industry (Toronto 1955) is a singular example of a useful history of a particular Canadian firm, INCO. As I mentioned in a talk at Cambrian College in Sudbury earlier this year, the early history of INCO as it relates to governmental control, as it relates to the public image of a large corporation, as it relates to the use of mercer in market positions provides a valuable ground for the business student at that college. Not only can he or she learn something about business theory and practice but can learn quite a bit about the development of Sudbury.

To a certain extent, the Cambrian student appears to be in a fortunate position. In many other parts of this country, it is not possible for Canadian business students to examine important Canadian firms as they develop in their communities. The Commission on Canadian Studies found that a major obstacle to the development of Canadian Studies in Business Education is the lack of an effective National Programme in Canada to collect and preserve historically valuable business records. As a result, records of potential interest to teachers and students are being lost, destroyed or taken out of the country. Moreover, scholars are not able to gain access to the records of many companies, for example, such important national institutions as banks and Crown coroporations such as the CNR and Air Canada. As the remarks of the Commission on Canadian Studies indicate, business history is an important facet of Canadian Studies. The study of business history provides a pathway into the social and economic history of Canada. Too often, that pathway is blocked.

Teachers in business programmes can provide their students with valuable services by putting the theoretical and practical material that they teach in a Canadian context. It is possible to relate considerations of business theory to the development of the local community.

To conclude, it is my conviction that all technical and vocational courses can be related to a Canadian context. This does not mean that students ought to concentrate solely on this country, but they should understand the implications of their work in Canada. As I have indicated, we can learn much from elsewhere but we should choose more discriminately what we decide to use.

Technical and vocational education must be placed in a full Canadian context. Our technology students must understand that there is a close interrelationship between the "energy-ecology-population-food-inflation" crisis and technology. We must discuss with them the social implications of what we do. It is imperative that educational institutions which are built to provide people with the technical skills needed to run our computers, businesses and buildings and so on should also be the institutions which make clear that our society has attached particular values and attitudes to these skills. As teachers and administrators in community colleges one of our chief concerns ought to be with the cultural and social impacts of our institutions and the skills which we develop. I do hope that you will agree with me that business, engineering and technology can and ought to be Canadian Studies oriented.

OUTREACH COMMUNITY SERVICES

Dr. James L. Ratcliff

Assistant Professor
Community College Education
Washington State University
Pullman, Washington

The radical decrease in traditional college-age students and the commensurate increase in demands for part-time and life-long learning are placing unusual strains on postsecondary educational planning. Effective modes of delivering postsecondary education to nontraditional learners need to be identified and replicated in order to meet this shift toward part-time learning. Assessment techniques for outreach programming by community colleges and other postsecondary institutions need to be effectively utilized as sources of planning to meet the new demands for educational services.

"Outreach services" is a term used in a variety of ways by educators today. For the purpose of this discussion, the term is used to denote those educational activities conducted off-campus or beyond the walls of the principal institutional facility. In this context, outreach services is a mode of delivery for adult, continuing, and community education, as well as other forms of postsecondary education. Outreach is the vehicle through which the missions of postsecondary institutions are carried to the far corners and local neighborhoods of the educational service area.[1] Outreach to special target populations, including part-time programs, adult and continuing education, special projects, cooperative education and on-the-job training, liaison with business, labor and industry, and a variety of other educational, social, and economic demands found within a college service area, place a great responsibility on program administrators to develop a responsive system for meeting the specific needs within these areas.

There are two common reasons why outreach is a needed and necessary function of postsecondary education: student-perceived access to education and geographic accessibility to programs and learning activities. Non-traditional students, particularly minority students may view the college campus as a foreign or hostile environment and will be more inclined to participate in neighborhood learning centers.[2] Working adults may perceive that they have neither the time nor the resources to attend a college or university campus program, and yet they will seek community-based part-time instruction.[3] Perceived lack of access of campus-based postsecondary education therefore provides one rationale for outreach programs.

A second rationale for outreach comes from the physical and geographically-determined inability of adults to get to campuses. Large areas of most states and provinces are quite distant from a college campus. In Washington, Oregon, and Idaho, for example, 27 college districts involve areas where 10 to 45 percent of the district population live 20 miles or more from the college campus. The campus attendance rate of a college is affected by a number of factors, including the educational programs offered, the level of instruction, variation in commuting time resulting from the existence or nonexistence of a public road network, public transportation, terrain barriers, alternate educational opportunities, and various socioeconomic factors that encourage or deter attendance. Nevertheless, attendance rates at campuses tend to drop as commuting time increases for students.[4]

Geographic and student-perceived access problems support the notion that campus enrollment potential and college district-enrollment potential are two very different items. As the general adult participation in education grows in proportion to the traditional youth age groups,

outreach planning and district-wide educational service will gain priority and significance to the overall college operation.

Important as access is to the future of community-based colleges, little data is currently collected on enrollments at outreach site locations. Because the National Center on Education statistics (NCES) has begun to collect data on part-time credit enrollments, we now know that over half (54%) of the 1975 college students are part-timers. No effort has been made by NCES to measure non-credit course enrollments.[5] The American Association of Community and Junior Colleges (AACJC) began in 1976 to survey non-credit enrollment in community colleges and found that it represented 32 percent additional headcount to the credit enrollment. A sample of Canadian two-year colleges revealed similar credit to non-credit proportions.[6] We can only infer, however, that a substantial number of these non-credit and part-time students are adult learners or that they do or would prefer community-based outreach locations for their learning environment. Such inferences can be drawn from the scattered reports resulting from individual college needs assessments.

One reason why the deans and directors of community services and of adult and continuing education need effective assessment techniques for outreach programs is to gain the needed financial support for their programs. States, such as Massachusetts and Washington, provide no direct support for community services classes (other than special, federally funded programs). As the demand for recurrent adult education has grown, other states and provinces from Alberta to Maryland have provided a differential funding pattern for various types of adult programs. While adult learner interest surveys have shown leisure and recreation, home and family living, personal development, and general education as highly desired categories for educational programs, differential

funding patterns of states and provinces provide the lowest level of support for such programs.[7] Apparently, legislators have been less responsive to the expressed needs of adult learners than have colleges.

The primary reason, however, for conducting an effective assessment of outreach services is program planning and development. Los Angeles Community College District, currently the largest in the United States, just completed a needs assessment as part of their overall effort to formulate a district-wide master plan. They found that four out of five adults had never participated in any district educational program. Fifty percent of the people surveyed could not name even one college within the multi-campus district. Nevertheless, most of those contacted were interested in some form of adult education and were pleased to be asked what kind of programs they wanted.[8]

For publicly-supported educational institutions, the problem is not whether a needs assessment is appropriate. For them, serving community needs is an institutional mission. Rather, the question is: What is the proper role for needs assessments in the program planning and development process?

Educational planning is akin to farming in that is does not begin with a lack of resources. The farmer already has the land - - which will produce something (even weeds) without much tending. However, with a systematic approach to planting, tilling, fertilizing, and harvesting, the productiveness of the enterprise can be enhanced. Likewise, effective assessment techniques for outreach programs can enchance the effectiveness of the college in serving the needs of its clients.

No One Community - - No One Needs Assessment

No one survey instrument will provide the information necessary to plan all the outreach programs for any one community, much less for an

entire college district. Sociologists have used no less than sixteen major concepts in formulating some ninety-four definitions of what constitutes a "community."[9] No one survey instrument, no matter how well-intentioned and well-formulated, can assess all the dimensions of a community.[10] Let's look at four general notions of community:[11]

1. "The Community as a Place to Live" (the quality of life approach)
2. "The Community as a Way of Life" (the cultural or ethnographic approach)
3. "The Community as a Spatial Network (the geographic or ecological approach)
4. "The Community as a Social System" (the sociological approach)

Defining a community by one of these four approaches will produce a portrait of the population that is different from the other three. It will not only enable a planner to find specific attributes of a community, but also will cause him or her to look at partially different populations.

The perspective of community as a place to live may assist in the identification of villages and towns to be served by a college. It may identify what factors may improve the quality of life through community development. The notion of community as a way of life may assist in identifying ethnic and cultural groups that may need or desire specific kinds of educational programs. Looking at communities as spatial units may assist in outreach site location and delivery system planning.

The key principle behind the multi-dimensional approach to community-based education comes from Ruth Benedict's classic work in anthropology, Patterns in Culture.[12] Cultures are composed of a wide range of values from which individuals pick and choose to function in there social role. Communities - - no matter which approach to them is taken - - reflect the variation of life patterns within society, rather than mirroring the

commonalities of the social systems. Only a multidimensional approach to outreach services programming will account for the variation within the communities the colleges serve.

Planning Elements

Systematic planning for program development must provide an assigned and logical role for each source of planning input. These sources of imput should at least account for:

1. State/**Provincial Limitations**
2. College Policies and Direction
3. College Financial and Human Resources
4. Demographic Indicators of Community Need
5. Effective Advisory Committee Utilization
6. Community Surveys and Learner Interest Inventories
7. Program Evaluation and Follow-Up Studies

These planning elements are crucial to the success of the overall planning and forecasting effort. Also, the relative role and the criteria for quality of these sources of input deserve consideration.

State Provincial Limitations

Two-year colleges in the states and Canadian provinces grew during the 1960-1970 decade in response to the traditional student age group demand for a postsecondary education. The numbers of people in the 18 to 24 age range swelled by 52 percent during the 1960's. Together with a general interest in higher education and a preference for local community control, this enrollment demand led to the establishment of two-year colleges at a rate of 500 during the decade.[13]

State-wide and provincial-wide funding patterns for two-year colleges were formulated during a period when the primary service group was the

young. The wide spread use of the measure FTE students by the community college systems indicated an assumption that a full-time student was to be the principal client of community colleges. As recently as 1975, the National Center for Higher Education Management Systems (NCHEMS) recommended FTE students as "the standard for reporting and exchange of information" at the state-wide level.[14] A recent study of Whatcom Community College in Washington State, with an enrollment comprised over 80% part-time students, demonstrated that the FTE student measure was prejudicial against outreach services as a mode of delivery of educational programs. The Whatcom study called for the development and use of a cost per student or cost per course formula for funding of community colleges within the Washington state system.[15]

Long-range planning for community college outreach programs to meet the needs of life-long learning and the adult student will clearly necessitate the restructuring of funding patterns in many states and provinces Programs for recurrent education will continue to be inhibited by policies and procedures based upon no longer valid assumptions regarding the student population. It is incumbent, however, on local college administrators to demonstrate to state officials the need for new funding formulas. Without relevant data regarding the extent and the role of outreach programs in the colleges, state level administrators will have not had the statistical evidence, the rationale, or the motivation to reconsider state appropriation patterns for two-year colleges.

Student enrollment in off-campus class and activities is increasing. Part-time credit and non-credit enrollments are increasing the demand for such instruction. Administrative costs for outreach programs are higher than campus-based programs. College travel costs are expectedly higher than campus-based programs. Salaries, wages, and fringe benefits tend to be higher with off-campus programming. Student services expenditures,

likewise, tend to be higher for outreach programs. The higher direct operating costs of outreach are balanced by the significantly lower plant maintenance and operating costs. The Whatcom study showed the overall costs of outreach programming to be 29% more per FTE student but 6% less per course and 10% less per student (unduplicated headcount) than campus-based programs.[16] Such overall differences in funding for outreach should be reflected in not only the state level funding priorities, but also the individual college policies, goals, and direction.

College Policies and Direction

The proper role for community services, adult and continuing education, and other aspects of the outreach function have been a matter of debate. Perspectives formulated in the 1960's often held outreach services to be adjunct to the principal functions of the two-year college: university transfer, occupational programs, and general education. An increasing popular alternate view suggests outreach to be an intrinsic characteristic of the community college which separates it from other forms of postsecondary education; that is, outreach services and community-based education ought to be a primary mode of operation for the college.[17] Each view of outreach predicates the policies and direction of a college. Each presupposes different staffing, organization, funding, and curricular orientations. From these two polar views of outreach, differing kinds of relationships between colleges and communities emerge. Philip Fey has suggested a useful continuum for analyzing college policy and direction in providing outreach services.[18]

A campus-based college, using outreach as a purely ancillary function, provides a "supermarket" of programs and courses from which its district residents may choose. The total college district from this perspective is its "community." Outreach is a vaguely recognized responsibility

with a unclarified role of service to an unknown, often explored, and not yet subdivided entity--the college district population. The college thus defines its community by offering a large variety of offerings made from a single main campus. The outreach program is largely developed in a vacuum with minimal knowledge of specific community needs. In essence, the college imposes its view of comprehensive service on its district.

A second approach is for the college to prioritize convenience to district residents by establishing outreach satellite campuses or learning centers. The college divides its district geographically and provides a comprehensive program of its own design in greater proximity to the population centers. An assumption of the satellite campus approach is that greater proximity will in itself increase college responsiveness to community needs.

As a college moves toward community-responsive planning, it identifies the more visible structured organizations and agencies within its district, such as hospitals, major industries, social service agencies, and the like. The college begins here to view the community not as a single entity, but as a representation of the variation in the local society. From this perspective, the college directs specific programs to these subgroups within the community. Such an approach utilizes predetermined aggregates of the district population from the community social and economic organizations.

One step beyond the social and economic organization aggregates are the predetermined demographic aggregates of the community gesellschafts. The community developes policies and goals for serving such subgroups as senior citizens, children, professional workers, and women. Its programming is still responsive to predetermined aggregates rather than to individuals.

A final approach to outreach in Fey's continuum of program development is the community building perspective. At this stage the college is

actively involved in the development of new communities of interest. Here the college leadership has recognized Ruth Benedict's principle of communities as representation of the variation in social values and is engaged in the process of facilitating new linkages between individual and subgroup interests.

The American Association of Community and Junior Colleges (AACJC) has been an active advocate of community-based education. AACJC has largely advanced the notion of college responsiveness of community needs.[19] Such a perspective reflects program planning on the basis of predetermined aggregate subgroups--the visable structured organizations and agencies and/or social subgroups, such as senior citizens, minorities, or women.

The 1974 assembly of the AACJC promulgated a set of policy recommendations for community-based education, recommending that colleges should adopt them in order to become participants in this wave of future.[20] Ratcliff surveyed 32 community colleges in Alberta, British Columbia, Oregon and Washington in the 1974-75 academic year to determine if the AACJC policies were new directions for outreach programs.[21] One finding of the study was that a majority of colleges examined <u>had</u> documented policies which were similar to those recommended by AACJC and which were operative and applicable to outreach community services. Since the AACJC Report was published late in the academic year examined, it was inferred that the AACJC Report <u>did not</u> represent new directions in policy formulation for outreach program in the colleges. Rather, the policy recommendations seemed more to represent a catalog of existing policies and directions.

Policies examined in Ratcliff's study did not reflect variation between those colleges with extensive commitment to outreach as a mode of service delivery and those whose services were largely campus-based.

Effective outreach planning necessitates policy formulation in outcome measureable terms. The effectiveness of policies for outreach services hinges on the continuity from policy formulation through program planning to program initiation and evaluation. Policies that are formulated at the board or presidential level and that are implemented at the divisional or departmental level run such risk of lack of continuity.[22] Continuity from policy to program implementation can be enchanced by establishing qualitive criteria for policy outcomes and relative roles from specific policies in short-term program decision-making.

College Financial and Human Resources

College resources are limited and most often are committed to traditional college-age groups and campus-based programs.[23] The call for community-based outreach services urges an ever-expanding market of clientele within the college district. Not all of the needs of every individual can be met. Limited financial and human resources of colleges mean that choices must be made as to the services to be provided. Yet two-year colleges typically have service commitments to all the eligible adults within their districts. Knoell and McIntrye have demonstrated that the extent to which colleges provide equality of access and educational opportunity to their clientele cannot be measured by cost-benefit program measures.[24] Those individuals who are least cost-effective to educate (the educationally disadvantaged, for example) are those who maximize the degree to which the college provides equal access and opportunity.

Equity of access and opportunity can be measured in terms of the extent to which the student population is representative of the district population. Treasure Valley Community College (TVCC) in Ontario, Oregon undertook such a study of its academic transfer, occupational, and special interest students.[25] The study examined how well students at

TVCC represented the geographic distribution of the district population and the distribution by age, sex, marital status, number and age groups of children, employment status, employment location, occupational category, imcome level and years of schooling. The survey established a systematic means for the college to measure the equity and extent of service to its district.

Although fiscal accountability may be the foremost current consideration of legislators, state and provincial-wide master plans and the policies of individual colleges most frequently mandate the equity of college service to all citizens of its district. Since the population characteristics and concentrations within a district are continually changing, two-year colleges should require a systematic means of measuring equity and access and opportunity as part of their responsibility to the local public and state/provincial government.

Fiscal responsibility for college program management has achieved a predominance in recent years when funding is lean and operating costs are rapidly rising. It is therefore important to differentiate what types of information cost accounting can and cannot provide. Cost analysis can compare the fiscal efficiency of like programs, but it cannot measure student benefits from those programs. Because one continuing education course in nursing is more cost-efficient than a second does not imply than greater quantity or quality of learning is also an outcome.

In the previously mentioned Whatcom study, outreach services were shown to be more costly in operating expenses and less expensive in facilities requirements than campus-based programs. Without the hypothetical comparison group (Whatcom with a central campus), analysis of outreach programs would not have been validly possible. Cost-benefit analysis can only be used to compare alternate means of delivering similar programs. As an analytic tool, it is restricted to comparison of like programs.[26]

Campus-based programs are not directly comparable to outreach programs because each implies difficult administrative, curricula, staffing, and outcome measures. Cost-benefit can provide fiscal assessment between outreach programs and sites within a college district. If allowance is made for demographic differences between college districts, then between college comparisons of outreach services can also be made. Thus, the quality of both equity and efficiency measures used in analyzing outreach services is dependent on the quality of the criteria used for comparison and on the quality of the data bases compared.

Demographic Indicators

Outreach services planning and program development can be facilitated by the use of demographic data in at least four ways. First, demographic analysis of an adult education service area will reveal significant sub-groups within the communities to be served. Identification of these sub-groups can facilitate selective needs assessments of groups most likely to benefit from specific programs or services.[26] Secondly, demographic information can provide a basis for evaluating the geographic equity of access to educational programs and services among the residents of the service district. Thirdly, demographic data on population concentrations of special interest groups (women, specific worker groups, the elderly, etc.) can be used to identify optimum site locations for outreach services.[27] Detailed analysis of the socio-economic characteristics can also serve as a comparison check with community information and observation supplied by the college staff, advisory committees, or cooperating agencies.

Use of demographic studies, however, implies a commitment of initial time, effort, and finances. Both a belief in the value of formative long-range planning and in a primary role for outreach services is required. For the schools that desire to remain in service to a youth-age population or who foresee outreach as an adjunct mode of providing

service, the effort to establish an on-going demographic analysis as part of its institutional research may not to be justified. The initial task in a demographic analysis activity requires the identification of which socio-economic variables in which sub-regions of the district constitute significantly homogenous social sub-systems within the communities to be served.

One of the most extensive data bases available for the assessment of college outreach services is the census surveys of the population. Detailed information on the major characteristics relevant to the local adult education population are regularly collected by Statistics Canada, the U.S. Bureau of the Census, the U.S. Bureau of Labor Statistics, and a host of local, regional, and state/provincial agencies. Because this data is most frequently acquired for purposes other than outreach planning and evaluation--purposes such as state/provincial-wide comparisons and national data summaries--college planners have frequently labeled these sources as unwieldly and less than useful.[28]

The U.S. Bureau of the Census in 1966 began to investigate mechanisms by which local agencies could retrieve data relevant to their assessment needs.[29] Though there have been little evidence that adult educators have employed the local user studies by the Census, the systems developed have great potential utility for outreach planning. The Census local user systems were initially developed from a survey of a variety potential community agencies in New Haven, Connecticut.[30] Computer mapping and tabulation projects provided a means for determining how local users wanted information displayed for their analysis purposes. Geographic codes were added to local data records and a system for combining locally-generated data (such as a community needs assessment) and the area census data was established--the Dual Independent Maps Encoding (DIME)

system.[31] On the basis of the DIME geocoding, a second system for matching street addresses on local records with those on census data was also created. When the address matching system (ADMATCH) matches the street address of a local record to any desired DIME geocode, local records and census demographic data by census tracts, blocks, enumeration districts, school districts, ZIP codes, etc., can be aggregated and subsequent analysis becomes possible.

The full analytic potential of the ADMATCH and DIME geocoding systems have yet to be explored by outreach program planners. The New Haven pilot study of the systems revealed several applications.[32] Student enrollment projects can be compared to community characteristics, as previously discussed in the Treasure Valley Community College study to analyze equity of access to programs. College admission and transfer records can be compared with general community mobility data to anlyze migration patterns and inter-institutional articulation needs. Comparison of educational testing results with geocoded demographic data can help forecast potential counseling, bilingual, or compensatory program locations. College health records can be geocoded to assist collaborative community service planning with local health agencies, councils on aging, and the like.

One current and specific limitation of the DIME and ADMATCH systems is that most all of the census data that has been geocoded is from Standard Metropolitan Statistical Areas (SMSA's). The geocoding systems were designed on using specific street addresses and precise physical locations for those street addresses. Rural areas usually provide neither street addresses (RFD boxes being the usually dwelling locations), roads are infrequent and nonlinear, and mapping is less precise than in urban areas. While the state of Rhode Island and a few counties, such as

Pierce County, Washington, have been geocoded, such practices beyond urban limits are scarce.[33] For non-metropolitan areas, the geocoding task prerequisite to demographic analysis is up to the adult education planner.

Fifth Count Census Data Tapes are available to those institutions having on-line computer capabilities. The Fifth Count Tapes contain detailed characteristics for county census divisions and are arranged by ZIP code. Zip code maps, available in the National Zip Code Directory, may be superimposed on the educational service district maps to provide geocoded demographic data for individual non-urban communities and counties. In this manner, either by census division or by ZIP code, the adult education planner can contrast population characteristics of sub-groups within the service area with locally-generated institutional data for the purposes of (1) conducting needs assessment, (2) evaluating equity of access and service within the district, (3) identifying optimum outreach site locations, or (4) for contrasting such demographic indicators with the observations of advisory committees, cooperating agencies, and local citizen groups.

Effective Advisory Committee Utilization

While lay advisory committees in two-year colleges were originally used in the design and development of campus occupational curricula, such lay groups can provide valuable assistance and information for the conduct of outreach programs.

The general trend has been for colleges to form an advisory group for programs or individual courses of study. An advisory committee can assist in verifying the need for a particular program, can consider and review the overall scope of a program, can make recommendations regarding needed space, equipment, supplies, etc., and can assist in the screening of potential instructors. An advisory group can also act as a resource

for curriculum and course development, act as a body of guest speakers for classes, assist in the development of experimental learning opportunities, assist in the development of student placement opportunities, student performance criteria, and can assist in the presentation of college programs to the communities it serves.[34] Generally, advisory committees can provide a perspective on program planning, development, and evaluation that can supplement needs assessments, demographic analysis, and the resources of college administrative and instructional staff.

The traditional campus-based approach to the formation of advisory committee, however, may not be the most appropriate one for outreach services. Colleges serving large rural districts are generally located in the population center of the service area. The outlying towns and communties of the district, representing the variation in regional, social and economic patterns, may have quite different occupational, social or educational needs from the largest community where the campus generally is located. Likewise, urban areas reflect variation by neighborhood;[35] the types of services desired in one neighborhood of a city may be diametrically different that the district as a whole.

Given the variation between towns or neighborhoods within a service district, it is particularly important to identify what interests the members of an advisory group do represent. Conspicuous problems may arise when business leaders and workers of one town make recommendations on courses and programs offered in another community. Both the role and the make-up of an advisory committee for outreach programs is particularly important.

While the traditional organization of advisory committees by program area may contribute to the situation where representatives of one city are passing review on courses in another, local advisory councils do not present such pitfalls. Local advisory councils are formulated by community.

Little, in his study of community services by Florida community colleges, recommended the establishment of such local advisory councils for long-range planning and program development at the individual community level.[36] Long has described and analyzed the success of Alberta's provincial-wide system of local Further Education Councils.[37] The Alberta system provides fiscal and organization authority to the local Further Education Councils who may contract with agencies and indivduals to provide services.

Nevertheless, local advisory councils cannot provide the general circumspect toward overall college programming that advisory committee organized by program can. Just as concern for the total college district may not reflect the concerns of an individual community, the converse is also valid. Local advisory councils individually cannot provide colleges with the imput for district-wide programming. A combination of both advisory structures is recommended. A demographic analysis of the district population can provide a basis for determining the composition and need for local councils in neighborhoods or outlying communities.

Regardless of what organizational structure (or combination of structures) for advisory committees is decided upon, the manner by which the group provides input to outreach planning, development and assessment is critical. While informal meetings can provide useful brainstorming regarding planning and program development,[38] Hiemstra and Long found that what committee may perceive is needed in program improvement can vary greatly from what the demonstrated needs of the target group are.[39] Perceived needs and demonstrated needs of a community may be quite different, but advisory committees can function to provide information of both.

Advisory committee members from business and industry can supply labor turnover information, including the member and kinds of workers

who quit, were laid off, or are being hired. Such local industry information can provide a valuable contrast to state or regional employment forecasts. Occupational advisory committee workers can provide both there perceptions of the future, of their field of employment and substantive data from their business which may be useful contributions to the planning and program development of college outreach services.

The relative role advisory committee information plays in the planning, implementation, and evaluation process can be determined by the type of information the committee provides and the type of membership which constitutes the committee. For purposes of public relations, the college may officially view each of its advisory committees as "representative" of the community at large. For the purpose of identifying a concrete role for advisory committee input, it is necessary to analyze the membership of the group more closely. Are the members "Leaders" or "Representatives" of the community? "Leaders" carry the views of the more visable social and economic organizations in the locale, while randomly drawn "Representatives" more often reflect the social and economic subgroups of the population. Leaders may present perspectives on the community and the college outreach program that are at variance to Representatives' views.[40]

If the advisory committee is comprised of Leaders, then it is important to know whether such persons are "the" Leaders, or one among several such community influentials. As an advisory committee member, the head of the largest business machines firm may not provide the same information on needed college equipment or on programs as would one of his or her smaller competitors. By identifying what kind of input the advisory committee is providing (perceptual or factual) and by identifying the constituency of the committee, a role for committee information, review, and recommendations can be formulated in relation to other forms

of planning input, such as demographic analysis or needs assessment surveys.

Community Surveys and Learner Interest Inventories

It would be pretentious to claim one outreach services model capable of explaining how all knowledge is acquired and transmitted within a college district. Outreach services planning is limited to the transmission. Furthermore, only the more institutionalized modes are capable of explanation. Such a model is restricted to agencies and institutions, that specialize in adult, continuing, and community education. Also, only the more formalized activities of that institution are suitable for data analysis.[41] Despite the college claims to serving the needs of each individual in the community, outreach planning is concerned with identifying interests of sufficient numbers of people to constitute classes, workshops, activities and to promote generalized areas of community educational development.

Community surveys and learner interest inventories, popularly labeled "needs assessment," have as their purpose aggregate descriptions of local demand for educational services. Their utility in educational planning and program development ranges from self-fulfilling prophecies to extremely insightful forecasting tools. This range is naturally related to what the survey instrument does in fact measure.

A great number of the needs assessment currently in use were developed by the local college, were designed for administration district-wide, and measured the respondent's perceived, rather than demonstrated needs. If outreach services is to become a primary college mode for providing services to adults and if "needs assessments" are to be used for program planning and development, the criteria of survey questions needs to be clear and tangible.

A historical parallel exists to the current state of the needs

assessment art. It was only with the Great Depression of the 1930's that local, state and national government began to seek ways to measure employment and unemployment. Before that time, and with the exception of the diennial census, no direct counts were made of the number of jobless persons. As unemployment grew rapidly in the 1930's, state and local government officials grew dissatisfied with the conflicting estimates of unemployment and saw the need for more reliable data. Local and state governments, with the assistance of consulting firms, began to experiment with direct surveys of the population, much in the same way as colleges have been doing in the 1970's.

Most of the earlier employment surveys defined the unemployed as those "willing and able to work." Yet this criterion, when applied to the specific situations of the jobless, proved to be too dependent upon the interpretation of the persons interviewed. The perceived needs of individuals alone were thus found to be unreliable input for planning and assessment tools. In the 1940's under the Worker's Progress Administration (WPA), concepts of demonstrated behavior were used instead. Was the individual working, looking for work, or engaged in other activities supplanted the willing and able criterion for employment surveys. The reliability and validity of the concepts has sustained their usage today in the Current Survey of the Population, jointly conducted by the U.S. Bureau of Labor Statistics and the U.S. Bureau of the Census.[42] To date only a few adult learner interest surveys, such as one conducted by Educational Testing Service in 1972,[43] have employed measures of demonstrated behavior as well as perceived needs.

Outreach planning involves a comprehensive strategy for providing specific educational activities for specific target groups within the

population. These community groups, however defined, naturally constitute the targets for learner interest assessments. District-wide surveys should be so designed to identify the learning interests of adults by location, by demographic characteristics, as well as by interest. In this context, that the total college district expressed a 20% popular interest in consumer education courses may not be as valuable planning data as the knowledge that a town of 2,500, constituting only 2% of the total district, expressed a 45% popular interest in farm machinery repair. Community colleges face enormous problems of communicating with their constituents.[44] Spokane/Spokane Falls Community College District encompassing 9,942 square miles and over 360,000 people, has community relations difficulties that far exceed a public school district of 1,500 residents. Sophistication in the way the college serves the district must, by necessity, demand complex analysis of community needs.

With surveys of community interest, it is tempting for outreach planners to confuse their ideology with their analytic tools. Much talk has been made of the community college as the "people's college," exhorting the institution's commitment to demogratic and egalitarian universal postsecondary education.[45] College goals are often written in a glib fashion, pulling them from someone's book and putting them on some "needs survey" to justify the college's position.[46]

Some writers on the topic of needs assessment look upon such surveys as the means of ensuring a democratic institution.[47] Such writer's ignore the expertise that a college possesses as a resource for the communities of a district. Also ignored is the college obligation as a social agency in promoting community development, rather than merely reacting to the majority's perceived interests.[48]

A survey of adult learner interests, put in the framework of planning and evaluating the transmission of college outreach services, is market demand research. What adults in which local vicinity will most likely attend which courses, activities, or programs in the greatest numbers? As such, an adult learner interest survey should be aimed at sub-groups of the population as indicated by demographic analysis. It should be conceptualized in such a fashion as to measure demand for both existing outreach services and those the college anticipates having the resources to offer. It should function as a mechanism for the communities of the district to indicate their demand and interest in programs. Formulated in such a manner, needs assessments can be effective tools for planning, development, and evaluation of outreach programs.

Program Evaluation and Follow-Up Studies

Just as the general citizen may be asked what outreach services they desire, surveys of students after they have completed outreach programs or courses can be valuable input into the planning process. Surveys of students hold the dual advantage to the college that students are readily available for comment and they are known (rather than potential) participants in college services.

Surveying students enrolled in outreach programs have several limitations, however. As a group they represent the portion of the district population whose needs are, at least in part, being met. Secondly, the heterogenous nature of the student group does not imply equity of service by the college to the district. Again, how the college seeks to define the community determines how well the college serves the community. A recent study of North Carolina colleges revealed that if community sub-groups are defined demographically, older adults and persons with little formal education were proportionally underserved by

colleges.[49] Ratcliff is currently conducting research using geography defined communities in rural districts, to determine if college outreach services are proportional to the population distrion?[50]

Unlike the program follow-up studies conducted by student services or campus vocational programs, the intent of follow-up studies in outreach services may not be to determine the impact of the educational program on the student's occupational performance. Adults have more pragmatic and immediate reasons for participating in outreach programs.[51] Given this context--where students may enroll in one continuing education course rather than an entire occupational program--follow-up serves to measure the consumer's satisfaction with the services rendered. In this way, follow-up studies can add an important dimension to program evaluation.

Conclusion

A complex solution to a situation is not as desirable as a simple one. Yet the increase in demand for outreach services may require planning, program development, and evaluation strategies which require a higher level of complexity than those previously used.

Communities reflect the variation in life patterns of society. Increased service to communities within those regions demands information on the individual characteristics of those sub-groups of clientele within the community college district. No one survey instrument can assess all the needs of the community.

Community colleges were originally designed to serve primarily a youth-age group. That group is declining in proportion to the overall population while educational needs of adult students are emerging. Many of these needs can better be met by outreach, rather than campus-based service. Effective planning mechanisms are called for to meet this increased demand for the outreach mode of delivery of services.

State and Provincial funding patterns may not yet reflect the growth in adult outreach programs. Measures, such as the FTE student, may not be appropriate to the organizational pattern of outreach. State coordination functions for vocational education or state-level management information services may not be responsive to the altered focus of college effort implicit in an increasing commitment to outreach.

College policies and direction toward the outreach function should be stated in outcome terms, if they are to guide development in this new and emerging area of service to the district. Such policies should reflect the differentiation between colleges who opt for a campus-based approach and those who choose to place greater emphasis on outreach.

Use of available statistical information on the district population can reduce the college load in data-gathering for planning purposes. It can provide a greater level of specificity and sophistication in the design and conduct of needs assessment, follow-up studies, and program evaluation.

Through careful formulation of outreach services planning, a greater proportion of the college district can be served. Communication linkages between the public and the institution can be enhanced by such a process. By providing the necessary elements of effective planning, program development, and evaluation in such a model, a community college can further enhance its performance in fulfilling its obligation to meeting the needs of the community.

[1]Eugene I. Lehrmann, "Foreword," in Merle E. Strong, Roger H. Lambert, and John R. Plenke, Field/Community Services Handbook for Wisconsin Vocational, Technical and Adult Education (Madison: University of Wisconsin, Center for Studies in Vocational and Technical Education, June 1974), ii.

[2]Aaron L. Lamar, Jr., "A Black Educator's Perspective: How the Black Student Perceives the Community College," Community College Review, 1 (Winter 1974): 41-46; K. Patricia Cross, "Higher Education's Newest Student," Junior College Journal, 44 (January 1966): 464-469; Dororthy Knoell and Charles McIntyre, Planning Colleges for the Community (San Francisco: Jossey-Bass, 1974), pp. 1-2.

[3]Joint Committee on the California Master Plan for Higher Education, "California's New Segment?" Community Services Catalyst, 4 (Spring 1974): 49.

[4]D. Kent Halstead, Statewide Planning in Higher Education (Washington, D.C.: U.S. Office of Education), pp. 384-351.

[5]National Center for Educational Statistics, "Statistics of Trends in Education, 1965-66 to 1985-86," Washington, D.C.: Education Division, Department of Health, Education, and Welfare, (January 1977).

[6]Sandra L. Drake (ed.) 1976 Community, Junior and Technical College Directory (Washington, D.C.: American Association of Community and Junior Colleges, 1976), pp. 90-92, 96.

[7]James Oates, remarks at a forum on "Assessing Community Needs for Program Planning," at the 57th Annual Meeting of the American Association of Community and Junior Colleges, Denver, CO, April 20, 1977; Abraham Carp, Richard Peterson, and Pamela Roelfs, "Adult Learning Interests and Experiences," in K. Patricia Cross and John R. Valley, Planning Non-Traditional Programs (San Francisco: Jossey-Bass, 1975) pp. 18-19.

[8]James McCuen, remarks at a forum on "Assessing Community Needs for Program Planning," at the 57th Annual Meeting of the American Association of Community and Junior Colleges, Denver, CO, April 20, 1977.

[9]Gerald Hillery, "Definitions of Community: Areas of Agreement," Rural Sociology 20 (June 1955): pp. 111-123.

[10]James F. Gollatscheck, Ervin L. Harlacher, Eleanor Roberts, Benjamin R. Wygal, College Leadership for Community Renewal: Beyond Community-Based Education (San Francisco: Jossey-Bass, 1971) pp. 21-23.

[11]Irwin Sanders, The Community - An Introduction to a Social System (New York: Ronald Press, 1966), pp. 11-24.

[12](Boston: Houghton-Mifflin, 1934), pp. 21-44.

[13]Edmund J. Gleazer, Jr. "After the Boom-What Now for the Community Colleges," Community and Junior College Journal 44 (December/January 1974), p. 7.

[14]National Center for Higher Education Management Systems (NCHEMS at WICHE), State-wide Measures Inventory, Measure Number 5100 (Boulder, Colorado: Western Interstate Commission for Higher Education, January 1975).

[15]Catherine E. McIntyre and Christy A. Wales, Evaluation of a Non-Traditional College: Costs and Effectiveness (Seattle, Wash.: Washington State Board for Community College Education, Research and Planning Office, October 15, 1976), pp. 1-2.

[16]Ibid, pp. 24-28.

[17]Gundar A. Myran, "Comments," Community College/Community School Forum, 55th Annual Convention, American Association of Community and Junior Colleges, Seattle, Washington, April 15, 1975 (typewritten photo-copy).

[18]"Toward A More Effective Community Services Program," Community Services Catalyst, 6 (Fall 1975): 4-6.

[19]Edmund J. Gleazer, Jr., "AACJC Approach," Community and Junior College Journal, 44 (March 1975): 3.

[20]AACJC, A Policy Primer for Community-Based Community Colleges. Report of the 1974 Assembly of the American Association of Community and Junior Colleges (Washington, D.C.: AACJC, March 1975).

[21]James L. Ratcliff, "An Analysis of Community-Based Policies for Community Services in Selected Nonmetropolitan Two-Year Colleges of the Northwest" (unpublished Ph.D. dissertation, Washington State University, 1976), pp. 181-182.

[22]Knoell and McIntyre, Planning Colleges, p. 10.

[23]P.A. Elsner "Evaluation and Assessment of Community Services Programs," via D.A. Morgan (ed.), The Two Year College Student and Community Services (Rochester, Minn.: University of Minnesota, Continuing Education and Extension Division, 1974), p. 19, 23.

[24]Planning Colleges for the Community, pp. 41-42.

[25]Treasure Valley Community College, "Profile of Treasure Valley Community College Students" (Ontario, Oregon: TVCC, January 1976).

[26]Mark P. McElreath, "How To Figure Out What Adults Want to Know." Adult Leadership 24 (March 1976): pp. 232-235.

[27]James L. Ratcliff, "How to Select a Site for a Store Front College Center." Community Services Catalyst, 7 (Spring, 1977): 16:20.

[28]Knoell and McIntyre, Planning Colleges for the Community, pp. 39-40.

[29]Marcus D. Alfred, "Community College Planning: A Data-Based Approach" Community College Review. 4 (Summer 1976): 45.

[30]U.S. Department of Commerce Bureau of the Census, Census Use Study, Report No. 1: General Description (Washington, DC: Department of Commerce, 1966).

[31]U.S. Department of Commerce, Bureau of the Census, Census Use Study, Report No. 4: The DIME Geocoding System (Washington, DC: Department of Commerce, July 1970) pp. 1-2.

[32]U.S. Department of Commerce, Bureau of the Census, Census Use Study, Report No. 10: Data Used in School Administration (Washington, DC: Department of Commerce, April 1970), pp. 3-6.

[33]Ann Liddle, Geography Division, U.S. Bureau of the Census, telephone interview with Henry R. Hansen, May 12, 1977.

[34]James W. Thornton, Jr. The Community Junior College (Third Edition; New York: John Wiley and Sons, 1972), pp. 164-65.

[35]Gerald B. Suttles, The Social Construction of Communities (Chicago: University of Chicago Press, 1972), p. 6.

[36]Hugustus Little, "How 'Community' are Community Colleges?" Community Education Journal 5 (January/February, 1975): 52-53.

[37]James S. Long, "Alberta's Local Further Education Councils," Adult Leadership 25 (November 1976): pp. 83-88.

[38]Little, "How 'Community' Are Community Colleges?", p. 53.

[39]Roger Hiemstra and R. Long, "A Survey of 'Felt' Versus 'Real' Needs of Physical Therapists ," Adult Education 24 (Summer 1974): 270-279; R Long, "Continuing Education for Physical Therapists in Nebraska: A Survey of Current Practices and Self-Expressed Needs with Recommendations for Program Development," Unpublished doctoral dissertation, University of Nebraska, 1972.

[40]Fey, "Toward a More Effective Community Services Program," p. 5.

[41]Russell C. Davis, Planning Human Resource Development: Educational Models and Schemata (Chicago: Rand McNally, 1966), pp. ii-iii.

[42]U.S. Department of Labor, Bureau of Labor Statistics, BLS Handbook of Methods for Surveys and Studies Bulletin 1910 (Washington, DC: Government Printing Office, 1970), p.5.

[43]Abraham Carp, Richard Peterson, and Pamela Roelfs, "Adult Learning Interests and Experiences," in K. Patricia Cross, John R. Valley, and Associates, Planning Non-Traditional Programs (San Francisco: Jossey-Bass, 1975), 11-52.

[44]Albert E. Bender, "Statement Made on the Panel on Critical Issues: Needs Assessment Conference," Educational Planning 3 (October 1976): 20-23.

[45]Carnegie Commission on Higher Education, The Open-Door Colleges (New York: McGraw-Hill, 1970); Edmund J. Gleazer, "Positioning the Community College," College Board Review 99 (1976), pp. 1-4; Charles R. Monroe, Profile of the Community College (San Francisco: Jossey-Bass, 1972).

[46]Bender, "Statement Made on the Panel . . .," p. 21.

[47]W.M. Fenwick English and Roger A. Kaufman, Needs Assessment; A Focus for Curriculum Development (Washington, DC: Association for Supervision in Curriculum Development, 1975), pp. 21, 62.

[48]James L. Ratcliff, "Small Towns, Local Control, and Community-Based Community Colleges." Peabody Journal of Education 55 (October 1977) in press; J. Richard Kint, "Where is the Community in Community-Basing," Community Services Catalyst 8 (Spring 1976): 8-11; Fey, Toward a More Effective Community Services Program," p. 6.

[49]Robert T. Templin, Daniel E. Daniel, Ronald W. Shearon, "Are Community Colleges Truly the 'People's College'?", Community College Review 4 (Spring 1977): 7-13.

[50]Assessment of Adult Vocational Education Project, Department of Education, Washington State University, Pullman, Washington 99164, Target Completion Date: March 31, 1978.

[51]J. William Wenrich, "Meeting the Occupational Needs of the Part-Time Student." Community College Review, 4 (Winter 1977): 27-32.

Co-operative Plans and Experiences Concerning the Integration of Broadcast Television Resources as a Part of Adult Education

By

Robert Tilroe
Co-ordinator, Open Sector Utilization
The Ontario Educational Communications Authority
Toronto, Ontario

Development of Co-operative Projects

Community Colleges in Ontario in addition to the more traditional curriculum development activity have expressed interest in developing alternative means for providing community outreach services. The role of broadcast television is being explored by an increasing number of colleges as a means for extending educational services and for some occasions of assisting people in putting "a little class" or a study circle into a growing number of living rooms.

One approach taken is the co-operative development of structured learning activities involving an orchestration of teaching-learning resources including broadcast television in order to meet educational requirements of both full and part-time students. The following paper provides an overview of experiences and plans of the Ontario Educational Communications Authority in this regard through its "Open Sector Utilization" section.

Although the OECA has been set up to provide various kinds of support to post-secondary institutions specifically in Ontario, the approach with modifications can and is being carried out in other parts of the world, where such agencies do not exist. The Florida Community College Television and Radio Consortium is but one example. Some unique approaches however can be carried out in Ontario due primarily to the existence of the OECA.

The OECA itself has been established in the Province of Ontario for the primary purpose of making use of electronic and associated media resources to provide educational opportunities for people throughout Ontario. The goal of the organization is to complement the educational opportunities being offered by other agencies, to co-operate with other organizations in attaining social and educational goals or alternatively to provide opportunities for learning which would not otherwise be available.

The OECA's major activity is its programming on the TV Ontario television network which offers broadcast service through six TV stations and additional cable tv channels on a seven day a week, thirteen hours a day basis. Videotapes of television programs provide the opportunity for extended, repeated or delayed uses in the classroom. A range of other educational services are also provided including the distribution of print materials related to tv programming, the organization of field trips related to programming, the running of special interest presentations and workshops, etc.. The OECA produces a large proportion of its own programming, co-produces materials with outside agencies such as the BBC in England, PBS stations in the United States, and independent producers. Special academic teams are formed to create specific television series and associated learning system resources.

In September of 1976 a co-operative project was embarked upon with Seneca College College Without Walls. The College Without Walls project was initiated to explore how use could be made of existing television programming to meet expressed needs and interests. Plans were made to offer formal programs (courses) making use of selected broadcast series concerning topics such as human values, futures related to energy planning, cross-cultural awareness, organizational behaviour in the business field, basic mathematics, and French language studies. In addition the College Without Walls made itself available as a resource capable of mounting further study groups, seminars, programs, formal courses, etc. as a result of public interest around selected controversial topics presented on the TVO network.

Another co-operative model is the Nursing Education Media Project. This endeavour involves Ontario's 22 community college nursing programs, the Registered Nurses Association of Ontario, the College of Nurses, and the OECA. The project costs between $45,000 and 50,000 dollars a year to operate and has four basic objectives:

i) to identify teaching-learning resources for nursing education;

ii) to produce and distribute instructional packages of audiovisual and associated materials;

iii) to provide learning experiences for nursing teachers in the use of media such as videotape, 16mm film, slides, audiotape.

iv) to distribute quality work done by one NEMP member to other members.

Of equal importance is the ongoing evaluation of materials for college use and the identification of materials and subjects for new productions and agencies that can assist the project.

Broadcast television resources are integrated where appropriate as a part of the project's resource bank.

OECA is currently producing an ethics series for the NEMP. This series attempts to define a highly controversial field where a nurse's personal morality can conflict with the law or other authority. Questions such as the following are considered within the series: What patient data should remain confidential? What is the nature of a nurse's responsibility to her own development, her patient and the health team with which she works? Under what conditions can a nurse refuse to give treatment? The series also deals with other issues such as euthanasia, abortion, truth and lying and organ transplants.

Yet another approach is being taken in the area of Women's Studies. Centennial College has entered into an arrangement with OECA in order to produce workbook learning resource materials on women's issues and related studies. The project involves the collation of existing materials on women's issues and related studies. The project involves the collation of existing materials to support Women's Studies curriculum and the creation of written materials explaining how to integrate videotape programming into the teaching-learning situation.

Centennial has a resource team of experts who are critically assessing OECA existing videotapes on women's issues and putting together learning packages in selected categories, each of which incorporate the following sorts of material:

i) OECA's videotapes

ii) A workbook explaining how each can be used in a teaching situation

iii) Government documents that relate to the topic

iv) A bibliography of resource books and articles

v) A list of films and other videotapes

vi) Names of speakers or resource people

vii) A list of related existing courses, course outlines and bibliographies, and institutions offering study opportunities for women.

Plans for Future Development

The Ontario Ministry of Colleges and Universities has given a grant to the OECA for the 1977-1978 fiscal year for program production, videotape distribution activities, and utilization work for Ontario universities and community colleges. A Post-Secondary project committee with membership from universities, colleges, OECA, and the Ministry of Colleges and Universities has been formed to select programming priorities and recommend project budgets.

Three major projects are being developed and have been approved by this committee. The television series components for these projects are entitled: Dimensions in Science, Health and the Environment, and a multi-disciplinary series called Personal Spaces. Derek Rowntree from the Institute of Educational Technology, The Open University in Great Britian and author of books on study skills, student assessment, and educational technology in curriculum development will be assisting the academic and production teams in designing learning systems as a part of each series.

A scenario has been developed showing the further development of co-operative activities with post-secondary institutions, libraries, museums, art galleries and other adult education agencies providing opportunities for various forms of off- campus - on-campus, home study credit and non-credit learning.

The general approach will continue to respect to making use of existing resources to meet expressed needs and interests. Each organization involved in co-operative efforts contributes that which it does best. What can best be done on a person to person basis or in a small group situation is carried out in the appropriate environment rather than attempting to use television for that purpose. Television in most cases is used to do what it can do best and no attempt is made to put a classroom situation on the screen. The teacher, the adult educator, the facilitator all have essential roles to play in supporting the learning process. It is only with the meaningful orchestration of electronic and associated media and more traditional print and experiencial opportunities that a program of the highest quality can be created.

The potentials and possibilities are extensive. It is not what courses do to us as students, it is what we do with the resources which are available. I look forward to helping turn these many possibilities into realities and to doing it in collaboration with a network of people with mutual goals of adult and continuing education.

DELEGATES AND PARTICIPANTS IN 1977 INTERNATIONAL INSTITUTE. JUNE 13 - 16, 1977

Mr. Bill Adolph
Mathematics Instructor
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. Don Ahrens
Industrial Training Branch
Ministry of Colleges & Universities
900 Bay Street
Toronto, Ontario

Mr. Larry Anderson
Manager, Planning/Resources
College Affairs & Manpower
Training Division
Ministry of Colleges & Universties
Mowat Block, Queen's Park
Toronto, Ontario

Mr. William Arnold
Lambton College
(Faculty)

Mr. S.H. Ashmore
Lambton College
(Faculty)

Ms. Mary Ayers
Lambton College
(Faculty)

Ms. Mary Bailey
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mrs. A. Barake
Lambton College
(Assoc. Faculty)

Ms. Barbara Barnes
Director, Student Services
Eastfield Community College
Dallas, Texas

Ms. Margaret Beasley
Lambton College
(Faculty)

Mr. Don Becker
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. David Bell
Lambton College
(Faculty)

Ms. Marjorie Beynon
Lambton College
(Faculty)

Mrs. Wynne Blackmore
Lambton College
(Faculty)

Mr. Dan Borody
Lambton College
(Faculty)

Mr. Patrick Bourke
Division Chairman
Communications & Humanities
Division
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Ms. Patricia Broadhurst
Lambton College
(Assoc. Faculty)

Ms. Patricia Brooks
Lambton College
(Faculty)

Mr. W. H. Brydon
Sheridan College
1430 Trafalgar Rd.
Oakville, Ontario

Mr. Edward Buckley
Loyalist College
P.O. Box 4200
Belleville, Ontario

Mr. George Bullied
Director
Twin Valleys School
Wardsville, Ontario

Mr. T.J. Buscher
Lambton College
(Faculty)

Mr. Dave Butler
Personnel Officer
Canadore College
P.O. Box 5001
North Bay, Ontario

Ms. Lori Caba
St. Clair College
2000 Talbot Road
Windsor, Ontario

Mr. O.J. Callaghan
Lambton College
(Faculty)

Ms. Catherine Calligan
Lambton College
(Faculty)

Ms. Karen Cameron
Mental Retardation Counsellor
Instructor
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. Terence M. Cameron
Lambton College
(Coordinator, Marketing and
Secretarial Programs)

Mr. John Campbell
Coordinator Staff Development
College Affairs
Ministry of Colleges & Universities
Toronto, Ontario

Mr. W.P. Campbell
Lambton College
(Faculty)

Mr. Thom Cane
Lambton College
(Faculty)

Mr. Wayne Carrick
Counsellor and Student
Activities Coordinator
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. John Carrington
Lambton College
(Information Officer)

Mr. John Carwardine
Lambton College
(Faculty)

Mr. J. Castle
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. James Catania
Assistant District Director
Waukesha County Technological Institute
Pewaukee, Wisconsin

Mr. Neil Chartrand
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. J. David Cheney
Lambton College
(Faculty)

Ms. Eva Chevalier
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. J. Chiarcos
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mrs. Iris Cieslar
Lambton College
(Faculty)

Ms. Sylvia Ciuciura
Centennial College
651 Warden Avenue
Scarborough, Ontario

Ms. Nancy Claflin
Instructor
St. Clair County Community College
323 Erie St.
Port Huron, Ontario

Mr. Tom Clark
Director, Centre for
Individualized Education
Empire State College
Saratoga Springs, N.Y.

Mr. Cliff Colborne
Sheridan College
Brampton, Ontario

Ms. Marion Colby
Acting Women's Advisor
Centennial College
651 Warden Avenue
Scarborough, Ontario

Mr. Gerald Colford
Dean
George Brown College
P.O. Box 1015
Station B
Toronto, Ontario

Mrs. Carol Conboy
Jordan College
Box Y,
Cedar Springs, Michigan

Mr. Charles Conboy
Jordan College
Box Y
Cedar Springs, Michigan

Mr. Jim Corvey
Association, Dean of Instruction
Mountainview Community College
Dallas, Texas

Mr. Bob Cox
Lambton College
(Faculty)

Mr. Jack Crayston
Lambton College
(Counsellor)

Mr. R. J. Currie
Lambton College
(Faculty)

Mr. Graham Dann
Lambton College
(Faculty)

Ms. Marilyn Downie
Lambton College
(Faculty)

Mr. Jerry Ducharme
Chairman
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. Paul Dudgeon
Dean Continuing Education
Canadore College
P.O. Box 5001
North Bay, Ontario

Mr. John Duley
Learning & Evaluation Service
Michigan State University
East Lansing, Michigan

Mrs. Gladys Duncan
Lambton College
(Faculty)

Mr. Joseph Dziver
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. R.G. Eede
Lambton College
(Faculty)

Mr. John Earnshaw
Lambton College
(Faculty)

Mr. Jim Elliott
Lambton College
(Faculty)

Mr. Robert Erickson
Wayne State University
Criminal Justice Institute
6001 Cass
Detroit, Michigan

Mr. Al Estoesta
Lambton College
(Faculty)

Mr. Merv Farrow
Confederation College
P.O. Box 398
Station F
Thunder Bay, Ontario

Ms. Helen Field
Lambton College
(Coordinator, Nursing Program)

Mr. Tim Field
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Ms. Diane Fisher
Instructor
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. John Fisher
Mount Royal College
Lincoln Park Campus
4825 Richard Road S. W.
Calgary, Alberta

Ms. Yvonne Fitzgerald
Lambton College
(Faculty)

Mrs. Sylvia Flood
Lambton College
(Faculty)

Dr. W. G. Forbes
President
Red Deer College
P.O. Box 5005
Red Deer, Alberta

Mr. Bev Fraser
Lambton College
(Faculty)

Ms. Catherine Gall
Lambton College
(Faculty)

Mr. Alvin Gallay
Coordinator, General Arts & Science
Sir Sandford Fleming College
P.O. Box 653
Peterborough, Ontario

Dr. Charles Galloway
College of Education
Ohio State University
Columbus, Ohio

Dr. Frank Gerry
Academic Collective Bargaining
Information Service
1818 R. Street N. W.
Washington, D.C.

Mr. Howard Gilchrist
Official Director
Personnel Services
St. Lawrence College
Portsmouth Avenue
Kingston, Ontario

Dr. Roy Giroux
Dean, Retraining
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Ms. Star Goggins
Information Clerk
Collective Bargaining
College Affairs
Ministry of Colleges & Universities
Toronto, Ontario

Mr. Alan Gordon
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. Dave Gray
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. G. Grevstad
Lambton College
(Coordinator, Commercial)

Mrs. Helen Griffiths
Lambton College
(Faculty)

Mr. Dave Gross
Manager of Personnel Services
Conestoga College
299 Doon Valley Drive
Kitchener, Ontario

Mr. Harry Gross
Lambton College
(Faculty)

Ms. Kenny Gryde
Lambton College
(Executive Secretary, Board of Governors)

Mr. R.L. Hackney
Lambton College
(Director, Community Services)

Mr. Aubrey Hagar
Conestoga College
299 Doon Valley Drive
Kitchener, Ontario

Dr. Richard Hagemeyer
President
Central Piedmont Community College
Charlotte, North Carolina

Dr. Max Haggett
Lambton College
(Coordinator, Chemical)

Mr. Donald Haines
Instructor
English Department
3261 Vincent Rd.
North Street, Michigan

Mr. Jay Handel
English Instructor
Faculty Association President
Grant MacEwan Community College
P.O. Box 1796
Edmonton, Alberta

Mr. Frank Harnadek
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. Charles R. Harrison
Lambton College
(Faculty)

Mr. Robert Hatton
Division Chairman
Social Science Division
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Mr. Doug Heggart
Industrial Chemistry Instructor
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. Frank Higgins
Lambton College
(Faculty)

Mr. Bill Himmelman
Lambton College
(Faculty)

Mr. Don Hogan
St. Clair College
2000 Talbot
Windsor, Ontario

Mr. William Holmes
Humber College
P.O. Box 1900
Rexdale, Ontario

Mr. Cy Howard
Principal
Red River Community College
2055 Notre Dame Ave.
Winnipeg, Manitoba

Mr. H. Hughes
Lambton College
(Coordinator, Mathematics)

Mr. Bruce Hutchinson
Lambton College
(Faculty)

Ms. Mary Irons
Supervisor, Personnel Services
St. Lawrence College
Portsmouth Avenue
Kingston, Ontario

Mr. John Jacobson
Vice President Academic Affairs
Empire State College
Saratoga Springs, N.Y.

Mr. W. J. Kearns
Lambton College
(Faculty)

Mr. Lawrie Kerridge
Director, College Affairs
Ministry of Colleges & Universities
Toronto, Ontario

Mr. J. Bruce Ketchum
Instructor
Selkirk College
Box 1200
Castlegar, B.C.

Mrs. Nancy Ketchum
Instructor
Selkirk College
Box 1200
Castlegar, B.C.

Miss Karen Killop
Lambton College
(Counsellor)

Mr. Robert Kollin
Dean of Instruction
Monroe County Community College
Monroe, Michigan

Mr. David Korff
Lambton College
(Faculty)

Mr. Mike Krakana
St. Clair College
2000 Talbot Road
Windsor, Ontario

Mr. Wallace Krawczyk
Lambton College
(Faculty)

Mr. Bob Lailey
Business Instructor
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. M. Lancelote
Humber College
P.O. Box 1900
Rexdale, Ontario

Mr. Leo Langan
Lambton College
(Faculty)

Mr. Denis Laplante
Lambton College
(Faculty)

Mr. Ron Lawrence
Lambton College
(Faculty)

Mr. James Leader
Instructor
St. Clair County Community College
2647 - 13th Street
Port Huron, Michigan

Mrs. Rebecca Leaver
Lambton College
(Assoc. Faculty)

Mr. Larry LeCapelain
Lambton College
(Faculty)

Mr. Larry Leith
Lambton College
(Athletic Director)

Mr. Arne Lehtinen
Lambton College
(Faculty)

Ms. Nadean Leonard
Chairman of Applied Arts
Sault College
443 Northern Ave.
Sault Ste. Marie, Ontario

Mr. G.K. Lewis
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. William Lovsin
Lambton College
(Faculty)

Mr. J. Lucas
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. G. Lucier
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. David Makuch
Lambton College
(Faculty)

Mr. J.L. Manion
Deputy Minister
Department of Manpower & Immigration
305 Rideau St.
Ottawa, Ontario

Dr. S.V. Martorana
Centre for Higher Education
Pennsylvania State University
101 Rackley Bldg.
University Park, Pennsylvania

Mr. Paul Matthews
Sheridan College
1430 Trafalgar Rd.
Oakville, Ontario

Ms. C. Kerby McDivitt
Lambton College
(Faculty)

Mr. Jack R. McDonald
Chairman
Division of Mathematics & Science
Monroe County Community College
Monroe, Michigan

Mr. J.B. McFetridge
Student Services Officer
Medicine Hat College
299 College Drive
Medicine Hat, Alberta

Ms. Heather McGregor
Lambton College
(Faculty)

Mr. Cliff McIntosh
Director, Quetico Centre
Box 1000
Atikokan, Ontario

Mr. Jim McLaughlin
Director, Community Services Studies
Algonguin College
1385 Woodroffe Ave.
Ottawa, Ontario

Mr. Mac McLeavey
Lambton College
(Faculty)

Mr. Dean McLeish
Chairperson of the Sarnia
section of the Solar Energy
Society of Canada Inc.
and Energy Expo
Sarnia, Ontario

Mr. Norman McLeod
Asst. Director, Staff Development
Algonguin College
1385 Woodroffe Ave.
Ottawa, Ontario

Dr. Paul McQuay
Director of English & Design
Williamsport Community College
1005 W. 3rd Street
Williamsport, Pa.

Mr. Robert J. Merrifield
Lambton College
(Financial Aid Officer)

Mr. Donald Meyer
Dean of Liberal Arts
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Mr. Murray G. Montgomery
Lambton College
(Faculty)

Ms. Deortha Moore
Faculty Affairs Chairperson
Daytona Beach Community College
Box 1111
Daytona Beach, Florida

Mr. Jack Morris
Assistant Dean Continuing Education
Hutchinson Community College
1300 North Plum
Hutchinson, Kansas

Mr. Robert Moses
Ministry of Colleges & Universities
900 Bay Street
Toronto, Ontario

Ms. Lucia Mrowiec
Lambton College
(Faculty)

Mr. Ron Murphy
Department of Education
Washington State University
Pullman, Washington

Mr. John Murray
Lambton College
(Faculty)

Mr. Robert Musty
Lambton College
(Faculty)

Dr. Anne Nolan
Lambton College
(Faculty)

Mrs. Norman Norman
Lambton College
(Faculty)

Dr. Richard Norris
President
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Mr. William B. Nunn
Brevard Community College
Melbourne Campus
3865 N. Wickham St.
Melbourne, Florida

Mr. William Ogg
Fanshawe College
P.O. Box 4005
Terminal C
London, Ontario

Mrs. Heather Ogilvie
Lambton College
(Faculty)

Ms. Karen O'Kain
George Brown College
P.O. Box 1015
Station B
Toronto, Ontario

Mr. Jim Page
Project Officer
International Office &
Canadian Studies Project
Association of Canadian Community
Colleges
1750 Finch Ave. E.
Willowdale, Ontario

Mr. John D. Park
Lambton College
(Assoc. Faculty)

Mr. Dave Pasikoff
Twin Valleys School
Wardsville, Ontario

Ms. Mary Paximadis
Managing Editor
Association of Canadian
Community Colleges
1750 Finch Avenue
Willowdale, Ontario

Ms. Mary Pay
Lambton College
(Faculty)

Mr. Aubrey Pereira
St. Lawrence College
20 Parkdale Ave.
Brockville, Ontario

Mrs. Elizabeth Perry
Lambton College
(Nursing Director)

Mr. Ben Petruniak
Lambton College
(Faculty)

Mr. Dave Pinnington
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Ms. Mary Pollock
University of Illinois
Urbana, Illinois

Mrs. Edie Poore
Lambton College
(Nurse)

Mr. Calvin Preddie
Teaching Master
St. Lawrence College
816 Carleton St.
Cornwall, Ontario

Mr. Bob Price
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Dr. Max Raines
Department of Higher Education
Michigan State University
425 Erickson Hall
East Lansing, Michigan

Mr. W. Rapson
Ministry of Colleges & Universities
Industrial Training Branch
10th Floor, Mowat Block
Toronto, Ontario

Mr. James Ratcliffe
Assistant Professor
Department of Education
Washington State University
Pullman, Washington

Mr. Norm Rath
Lambton College
(Registrar)

Mr. Fred Reed
Instructor
English Department
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Mr. George Richards
Ontario Public Service Employees Union
Toronto, Ontario

Mr. Bill Riddell
Lambton College
(Faculty)

Mr. S. J. Rogers
Lambton College
(Chairman, Board of Governors)

Dr. R.A. Rothenbury
Lambton College
(Director, Technology)

Dr. John Roueche
Professor & Director
College of Education
University of Texas
Austin, Texas

Mr. George Rowbottom
Lambton College
(Coordinator, Mechanical)

Mr. R. Rowe
Lambton College
(Faculty)

Mrs. E.M. Rupar
Lambton College
(Vice Chairman, Board of Governors)

Mr. Gord Russell
Lambton College
(Placement & Community Liaison Officer)

Mr. Frank Ryan
Humber College
P.O. Box 1900
Rexdale, Ontario

Mrs. Josephine Ryan
Lambton College
(Faculty)

Mr. Ray Santin
Dean, English & Liberal Studies
George Brown College
P.O. Box 1015, Station B
Toronto, Ontario

Mr. B. R. Sawicki
Lambton College
(Faculty)

Mr. Robert Scaddan
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. Harry Schankowdky
Confederation College
P.O. Box 398
Station F
Thunder Bay, Ontario

Mr. Ralph Scharf
Confederation College
P.O. Box 398
Station F
Thunder Bay, Ontario

Ms. Gail Schertzer
Lambton College
(Faculty)

Dr. Alphonse Selinger
Ontario Institute for Studies in Education
252 Bloor Street West
Toronto, Ontario

Mr. Don Service
St. Clair College
2000 Talbot Rd.
Windsor, Ontario

Mr. Eric Shackleton
Ontario Ministry of Colleges & Universities
Toronto, Ontario

Mr. Pat Sheridan
Lambton College
(Faculty)

Mrs. G. Sinclair
Lambton College
(Faculty)

Mrs. Gayle Slack
Lambton College
(Faculty)

Mr. D. Smith
Lambton College
(Faculty)

Ms. Diane Smolen
Research Specialist
Lansing Community College
419 N. Capitol Ave.
Lansing, Michigan

Mr. Harry Sochan
Chairperson of the Sarnia section
of the Canadian Institute of Energy
Sarnia, Ontario

Mr. Mel Sparks
Lambton College
(Faculty)

Mr. Gordon Stone
Sault College
443 Northern Avenue
Sault Ste. Marie, Ontario

Mrs. Joyce Stover
Lambton College
(Faculty)

Mrs. Joyce Struthers
Lambton College
(Faculty)

Mr. Tiit Tammik
Psychology Instructor
Sault College
443 Northern Ave.
P.O. Box 60
Sault Ste. Marie, Ontario

Mr. Ronald Taylor
George Brown College
P.O. Box 1015
Station B
Toronto, Ontario

Mr. Arthur Teasell
Lambton College
(Faculty)

Mr. Bob Tilroe
Project Officer
Open-Sector Utilization
Ontario Educational Communications Authority
P.O. Box 222, Station Q
Toronto, Ontario

Ms. Susan Timar
Lambton College
(Faculty)

Mr. Jack Todesco
Lambton College
(Director, Business & General Arts)

Mr. J. Toyman
Humber College
P.O. Box 1900
Rexdale, Ontario

Mr. Colin Trannmer
Fanshawe College
P.O. Box 4005
Terminal C
London, Ontario

Mrs. Margaret Turner
Lambton College
(Librarian)

Mr. R.L. Vatcher
Chairman, Innovative Studies
Georgian College
401 Duckworth St.
Barrie, Ontario

Mrs. Doreen Veach
Lambton College
(Faculty)

Mr. Bill VerBeem
Lambton College
(Counsellor)

Mr. William Walworth
Director, Staff Personnel Service
C.S. Mott Community College
1401 E. Court Street
Flint, Michigan

Mr. Derek Washington
Lambton College
(Director, Retraining &
Industrial Training)

Mr. Edmund Watters
Dean of Instruction
Williamsport Area Community College
1005 W. Third St.
Williamsport, Pennsylvania

Ms. Marilyn Weaver
Lambton College
(Assoc. Faculty)

Mr. Gerald Welsh
Dean of Students
Monroe County Community College
Monroe, Michigan

Ms. Elaine White
Lambton College
(Faculty)

Mr. Louis Wigginton
Division Chairman
Science Division
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

Dr. Calvin Williams
Washington Community College
4300 E. Huron River Dr.
Ann Arbor, Michigan

Ms. Judith Wilson
Lambton College
(Faculty)

Mr. W. Winrow
Director, Personnel Services
St. Lawrence College
Portsmouth Avenue
Kingston, Ontario

Ms. Phyllis Witfield
Executive Assistant
College Affairs
Ministry of Colleges & Universities
Toronto, Ontario

Mr. Ray Wreford
Lambton College
(Faculty)

Mr. J.A. Wright
Executive Dean
Georgian College
401 Duckworth St.
Barrie, Ontario

Mr. David Wroe
Dean of Student Services
Cambrian College
1400 Barrydowne Road
Sudbury, Ontario

Mrs. Eleanor Yates
Lambton College
(Faculty)

Mr. Phil Zochowski
Instructor
Industrial Technology
St. Clair County Community College
323 Erie St.
Port Huron, Michigan

UNIVERSITY OF CALIF.
LOS ANGELES

JUL 14 1978

CLEARINGHOUSE FOR
JUNIOR COLLEGES